



Report of the Delegates of India
to the Nineteenth (Ordinary)
Session of the Assembly of
the League of Nations
1938

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To

THE MOST HONOURABLE THE MARQUESS OF ZETLAND,
P.C., G.C.S.I., G.C.I.E., His Majesty's Secretary of
State for India.

REPORT OF THE DELEGATES OF INDIA TO THE NINETEENTH (ORDINARY) SESSION OF THE ASSEMBLY OF THE LEAGUE OF NATIONS (1938).

MY LORD,

WE beg to submit our Report on the Nineteenth (Ordinary) Session of the Assembly of the League of Nations, held at Geneva from the 12th to the 30th September, 1938, at which we had the honour to represent India. On the latter date in view of the general political situation the Session was not closed, but adjourned, in order that a further meeting might if necessary be summoned.

2. The Delegation was constituted as follows :—

DELEGATES.

Sir Nripendra Nath Sircar, K.C.S.I. (Member of the Executive Council of the Governor-General), Leader of the Delegation.

Sir Sultan Ahmed.

Sir Shanmukham Chetty, K.C.I.E. (Dewan of Cochin State).

SUBSTITUTE DELEGATE.

Mr. W. D. Croft, C.I.E., C.V.O. (Secretary, Economic and Overseas Department, India Office).

Preliminary Remarks.

3. Forty-nine out of the fifty-four States Members of the League were represented. At the Assembly of 1937 no fewer than twenty-six States were represented by their Prime Ministers or Foreign Ministers. At the present Session twenty-two States had appointed such Ministers as leaders of their Delegations, but owing to the disturbed political situation in Europe a number of them did not proceed to Geneva and of those that did several paid only a fleeting visit. The Members which did not submit documents accrediting Delegates to the Assembly were Abyssinia, Chile,

Italy, Salvador and Venezuela. Of these all except Abyssinia had already given notice of withdrawal from the League. Shortly before the Assembly opened His Majesty Haile Selassie informed the Secretary-General of the League that the agenda did not include any question directly relating to Ethiopia and that the Ethiopian Government was abstaining provisionally from sending a delegation; but that if any question of concern to Ethiopia should be raised a full delegation would be appointed.

4. In accordance with the recognised procedure the Session was opened by the President of the League Council, Mr. W. J. Jordan, the first delegate of New Zealand. After the appointment of the Committee to examine the credentials of delegates, the acting President delivered a speech briefly reviewing existing international relations, mentioning the more outstanding aspects of the League's activities and confessing undiminished faith in the ideals of the League and in international co-operation. He referred to the confusion which followed the abandonment by some countries of their faith in the Covenant and made a plea for the abolition of aerial bombardment, a matter, he said, on which the whole world could well agree.

The Assembly then adopted the report of the Credentials Committee, after which it appointed the Nominations Committee, a Committee of eleven members appointed for the first time in 1937, whose function is to nominate candidates for functions which carry with them a seat on the General Committee of the Assembly. It should be explained that the General Committee consists of the President and eight Vice-Presidents of the Assembly and the Chairmen of the main Committees of the Assembly, as well as the Agenda and Credentials Committees.

Election of Mr. Eamon de Valera as President of the Assembly.

5. The Nominations Committee unanimously recommended Mr. de Valera, first delegate of Eire, as President of the Assembly. In accordance with the Rules of Procedure the matter was put to the vote by secret ballot and Mr. de Valera was elected President by 39 votes out of 47.

In acknowledging the honour done to him and to the country which he represented Mr. de Valera, without mentioning Czechoslovakia by name, referred to the subject that was uppermost in the minds of all the delegates. They met, he said, at a time of unparalleled anxiety, particularly for the peoples of Europe. They had in their own time lived through the agony of a World War. Twenty years of exhaustion and penury and the uncertainty of the present hour, proclaimed how little its suffering and its sacrifices had availed in providing a solution of the fundamental

problems of human society. In the long run to be just was to be truly wise, but we seemed unable to apply this lesson of history. War settlements were almost invariably unjust, and this would be true in the future, no matter who might be the victor. The League of Nations was acclaimed twenty years ago as providing the alternative that reason suggested to the madness of force. "Let us cling to it and seek to make it effective by using it as an instrument for the righting of international wrong, wherever it exists. Let us lend its moral support to all those who, no matter what their nation, strive to find a just and peaceful solution here or elsewhere for the immediate international difficulties with which we are confronted. May we find this Assembly close with the immediate dangers passed, and a beginning made for the coming together of that conference for peace upon the basis of justice which the peoples of the world want and which is possible before, but scarcely ever possible after, a war."

In adjourning the Session on Friday, the 30th September, Mr. de Valera again referred to the European crisis as follows:—

"When taking the Chair as President of the Assembly, I referred to the crisis, then becoming more acute every day, and dared express the hope and the prayer that the nineteenth session might close with immediate dangers past, and a beginning made towards a conference for peace based on justice, which the situation clearly called for and the peace-loving peoples everywhere earnestly desired.

As the session proceeded, events chased one another, and the nations of Europe were, it would appear, brought to the edge of the precipice. Is it, I wonder, a true summary of the history of those recent days to say that, having gazed over the brink, Europe shrank back appalled by the ghastly prospect of what it saw in the abyss? Be that correct or not, one thing at least is certain. The public opinion of the world stood against the making of war on a question which it believed to be capable of peaceful solution. All honour to those who in that conviction strove—as we now know, thank God, successfully—for such a solution."

General Debate.

6. The Assembly met under the shadow of the gravest political crisis since the Great War and although the question of the relations between Germany and Czechoslovakia did not figure on the agenda it influenced in a marked degree the course of the

general debate. Several of the more prominent delegates of countries most nearly affected by the deterioration of the situation in Central Europe, who would normally have contributed to the debate, remained in their own countries, with the intention of proceeding to Geneva later if conditions improved, while those delegates who did speak were generally so careful to avoid any word that might aggravate the situation that they made only the briefest and most general reference to the subject. The result was that the debate seemed, in the prevailing circumstances, to have an air of artificiality, and while it occupied only a part of four days, the uncertainty whether the situation would improve so as to permit the attendance of such important delegates as the Foreign Ministers of the United Kingdom and France, caused it to be prolonged until the middle of the Session.

7. The two main questions of general interest on the agenda were the application of the principles of the Covenant and the adaptation of the League's economic and financial organisation to present day requirements; speaker after speaker referred to one or other of these questions.

8. With regard to the reform of the Covenant attention was drawn to the failure of the League in major political questions. Thus M. Sandler, Foreign Minister of Sweden, who opened the debate, said that, twenty years after the Armistice, people were asking what had become of the League of Nations, that magnificent hope which had risen from the ruins of the worst catastrophe the world had ever experienced. The question was answered implicitly by the undeniable fact that it was not in that Assembly that the fate of the world was being decided. He then summarised League developments during the past two decades. After a period of organisation there came the great period of the League dominated by the spirit of Locarno, which opened up promising prospects of international co-operation in favour of peace. From the autumn of 1931 onwards, a gradual decline had set in, particularly accentuated by the defeat of international law which followed the experiment of the application of sanctions. They had witnessed wars which the League was unable to prevent. They had witnessed, in the field of armaments, developments which tend to undermine the foundations of peace owing to the manifest powerlessness of the League to enforce Article 8 of the Covenant. There had been peaceful transformation of international situations, changes effected by peaceful means, by negotiations without military pressure, demonstrating that a *status quo* which had become incompatible with the circumstances could be changed by methods other than force and violence. But it was singularly disappointing to have to recognise how small a part had been played in this development by the League of Nations. World

public opinion does not concern itself in the first place with what happens at Geneva, but with what is happening in certain capitals.

9. Taking account of the international situation as it has thus developed most of the delegates who referred to the question of the reform of the Covenant drew the conclusion that the effective application of sanctions as contemplated in the Covenant had become an impossibility, that the existing situation, though one of extreme difficulty, was not permanent, and that there was no question therefore at present of fundamental amendment of the Covenant; but that it was necessary to place on record that at the present moment an automatic and compulsory character cannot be ascribed to the system of sanctions.

10. Of the speeches dealing with economic questions perhaps the most important was that delivered by M. Elbel who was present as both a delegate of France and a representative of the Economic Committee of the League. He said that after much thought on the problems which are troubling the world to-day he had become convinced that nothing was lost. On the contrary if only we could see things as they are, listen to the voice of reason and bow to the logic of facts, there was every ground for believing in the imminent possibility of a satisfactory settlement of our economic differences, which in its turn would lead to that relaxation of political tension which we all so ardently desire. We have not known how to distribute fairly the wealth of the soil. We have not known how to make human labour easier. Hence the bitterness of the demands—material to start with, and then territorial—which are hidden beneath the cloak of ideological ambitions and creeds. He expressed the view that fifty per cent. of the world's population are without the means to feed, clothe and house themselves like human beings. Conscience and reason both tell us that none of us will have accomplished our duty so long as we allow the continuance of this terrible state of affairs, which has been called the paradox of empty bellies and bursting granaries. He referred to the numerous Conferences that have been held during recent years, Economic Conferences, Customs Conferences, Currency Conferences, a Conference on debt reduction and a Conference on the reduction of armaments and gave his views why these Conferences had not led to definite results. He thought that Conferences of fifty or sixty nations meeting without great preparation tended to create delay and confusion; that the Conferences were not adequately prepared from the point of view of public opinion; and that the inherent vice of the whole system was that the various problems had been isolated whereas they were intimately co-related. The League was now aiming at concentrating or amalgamating the various sporadic

investigations. Economic problems were now studied in association with social and currency problems, which themselves dominate the political field. The investigations too were being carried out in co-operation with the International Labour Office and the Health Organisation. M. Elbel made special mention of the reports prepared under the auspices of the League on nutrition and the standard of living, and referred in rather general and optimistic terms to the problems of poverty, raw materials, and the transference of employment from the manufacture of armaments to public works, all of which he thought could be solved in the light of human reason. In particular M. Van Zeeland had indicated the method by which these problems could be approached.

11. Apart from the speeches dealing with the reform of the Covenant and Economic questions Mr. Wellington Koo (China) gave a graphic account of the situation in his country and complained bitterly of League inaction in the face of Japanese aggression. He announced that his Government would ask for the immediate application of Article 17 of the Covenant. Similarly M. Alvarez del Vayo (Spain) was severely critical of the League's attitude to Italian and German aggression in Spain and maintained that it had led directly to the crisis in Czechoslovakia. At a later session M. Juan Negrin, Prime Minister of Spain, created something of a sensation by announcing that the Spanish Government had decided on the immediate and complete withdrawal of all non-Spanish combatants engaged in fighting on the Government side. But the most devastating critic was M. Litvinoff (U. S. S. R.) who spoke of the aggression that had taken place in Abyssinia, Austria, China and Spain and was threatened in Czechoslovakia, and poured out the vials of his scorn on those who were proposing to eliminate the obligatory and automatic character of the sanctions Article of the Covenant.

The general debate terminated with congratulations, voiced by a number of delegations, on the signature at Buenos Aires on the 21st July of the Treaty of Peace and Friendship between Bolivia and Paraguay by which peace was restored in the Chaco.

Resolution on the European situation.

12. On the 25th September while the issue of the European crisis was still in the balance the President of the United States issued a supreme appeal for peace. A number of Delegations felt that the Assembly should associate itself with the appeal. The General Committee of the Assembly accordingly submitted to the Assembly a draft Resolution expressing the earnest hope that no Government would attempt to impose a settlement by force.

welcoming with great satisfaction the action taken by the President of the United States, and associating itself with the spirit which inspired it. The draft Resolution was submitted to the Assembly on the 27th September and was adopted unanimously without discussion.

[Appendix VIII (1).]

Elections to Assembly Offices.

13. The Nominations Committee having unanimously recommended as Vice-Presidents of the Assembly the first delegates of the United Kingdom, France, Poland, Siam, Sweden, Switzerland, Turkey and the Union of Soviet Socialist Republics. a vote was taken by secret ballot, resulting in the election of the delegates recommended, by the following numbers of votes :—

First delegate of—

United Kingdom	. . . . .	42 votes.
France	. . . . .	41 „
Switzerland	. . . . .	40 „
Sweden	. . . . .	39 „
Poland	. . . . .	38 „
Siam	. . . . .	38 „
Turkey	. . . . .	36 „
U. S. S. R.	. . . . .	36 „

14. From almost the earliest days of the League's activities the main work of the Assembly had been distributed among six main Committees, as follows :—

First Committee—Legal and Constitutional Questions.

Second Committee—Technical Organisations including Economic and Financial Organisation.

Third Committee—Disarmament.

Fourth Committee—Budgetary and Administrative Questions.

Fifth Committee—Social and Humanitarian Questions.

Sixth Committee—Political Questions.

The present Assembly had before it the report of a Committee appointed to consider the structure and functions of the Economic and Financial Organisation of the League. One of the recommendations of this Committee was that the work of the Second

Committee of the Assembly should be re-arranged so as to allow more attention to be given to Economic and Financial questions. This recommendation was brought into effect by the Assembly during the Session. Under the new arrangement, which involved the setting-up of a Seventh Committee, the Second Committee was able to devote its entire attention to the study of economic, financial and transit questions.

The seven Committees with the names of their Chairmen who were elected by the Committees on the recommendation of the Nominations Committee, were as follows :—

<i>Committee.</i>	<i>Chairman.</i>
First—(Legal)	M. Pella (Roumania).
Second—(Economic, Financial and Transit).	M. de Nickl (Hungary).
Third—(Limitation and Reduction of Armaments).	Rt. Hon. E. Lapointe (Canada).
Fourth—(Budgetary and Administrative).	Count Carton de Wiart (Belgium).
Fifth—(Social)	Ali El Shamshy Pasha (Egypt).
Sixth—(Political)	M. Olivera (Argentine).
Seventh—(Various Technical Questions—health, opium, intellectual co-operation, etc.).	M. Schmidt (Estonia).

M. S. Lozoraitis (Lithuania) was elected Chairman of the Agenda Committee, which is appointed to examine the procedure to be followed in regard to the inclusion of new items in the agenda, while M. F. Garcia-Calderon was elected Chairman of the Credentials Committee, the body charged with the duty of examining the credentials of delegates.

15. The General Committee of the Assembly, the function of which is to assist the President in the general direction of the work of the Assembly, in the constitution of Committees, in deciding on the communications to be made to the Assembly, in the framing of the agenda for each meeting and so on, was thus composed of the President, the eight delegates elected as Vice-Presidents, the Chairmen of the seven main Committees and of the Agenda and Credentials Committees.

Elections to the Council.

16. The three States vacating non-permanent seats on the Council were Ecuador, Poland and Roumania. Non-permanent

members serve for three years and are not eligible for re-election until after an interval of three years, unless they obtain a declaration of re-eligibility by the vote of a two-thirds majority of the Assembly. Poland was first elected to the Council in 1926 and, after securing declarations of re-eligibility, was re-elected in 1929, 1932 and 1935. On the present occasion the Polish Government intimated that it did not propose to request that Poland should be granted the right of re-eligibility for membership. The only candidates for the three vacancies were the Dominican Republic, Greece and Yugoslavia and these States were elected with 38, 38 and 39 votes respectively.

Election of Judge for the Permanent Court of International Justice.

17. A vacancy among the Judges of the Permanent Court had been created by the death of M. Ake Hammarskjöld, a Swedish Judge of the Court. Vacancies are filled by election by secret ballot by the Assembly and the Council, voting separately and simultaneously, from among candidates who have been nominated by the national groups in the Permanent Court of Arbitration. In the case of Members of the League of Nations not represented in the Court of Arbitration, the nominations are made by national groups appointed for this purpose by their Governments. If the first ballots in the Assembly and the Council do not give the same result, second and if necessary third, ballots are held. In accordance with the Statute of the Court the person to be elected to succeed M. Hammarskjöld would be appointed for the remainder of his predecessor's term of office, *i.e.*, until 31st December 1939. There were fifteen candidates for the vacancy, including Sir Sultan Ahmed who had been nominated by the national groups of India, the United Kingdom, Australia and New Zealand.

At the first ballot in the Assembly M. Erich (Finland) obtained 23 votes, M. Hansson (Norway) 11 votes, Sir Sultan Ahmed (India) 6 votes, and four other candidates fewer votes. As no candidate had obtained an absolute majority a new ballot was necessary. As it was now clear that so far as the Assembly was concerned the result lay between M. Erich and M. Hansson the second ballot produced a different result. M. Erich obtained 33 votes, M. Hansson 13 and Sir Sultan Ahmed 2. M. Erich was therefore elected by the Assembly. The simultaneous voting in the Council resulted in the election of M. Hansson. As the same person was not elected by the Assembly and the Council, further ballots were necessary. On the next occasion both bodies designated M. Erich who was therefore elected a judge of the Permanent Court.

Work of the Committees.

18. The representation of India on the seven main Committees was :—

First—Sir N. N. Sircar.

Second—Sir S. Ahmed and Sir S. Chetty.

Third—Mr. W. D. Croft.

Fourth—Sir S. Chetty.

Fifth—Sir S. Chetty.

Sixth—Sir N. N. Sircar and Mr. W. D. Croft.

Seventh—Sir S. Ahmed.

19. With one exception all the Reports and Resolutions submitted by the various Committees were adopted by the Assembly without amendment and are reproduced in the Appendix. The exception was the Sixth Committee's Resolution relating to the interpretation of Article 11 of the Covenant. Our report shows that the Assembly failed to reach the unanimous agreement which was necessary for the adoption of the Resolution. In the following sections of our report we deal only with those matters which seem to deserve special mention, either on grounds of general interest or because they are of particular interest to India or form the subject of discussions to which the delegation contributed.

FIRST COMMITTEE.

OPENING DATE OF THE ANNUAL SESSION OF THE ASSEMBLY.

20. The First Committee had before it a proposal of the Government of the United Kingdom that Rule 1, paragraph 1, of the Rules of Procedure of the Assembly, which fixes the opening date of the annual session of the Assembly, be amended so as to provide for the opening of the Assembly on the Monday falling between September 14th and 20th. The date fixed by the Rule in question is the second Monday in September, or if the second Monday falls later than the 10th September, the first Monday. In the last seven years, including this year, the opening has for various reasons been postponed five times.

21. In the course of a discussion in which a variety of views was put forward, Sir Nripendra Sircar said that the proposed new rule would be more inconvenient than the existing one to many delegates from overseas countries who were only able to come to Geneva when the Courts of Justice in their own countries were not in session.

22. A small sub-committee, of which Sir N. Sircar was appointed a member, was set up to consider the proposal and attempt to find a solution acceptable to all delegations. The sub-committee resolved on a compromise, namely, that the annual session of the Assembly should begin on the Monday falling between September 10th and 16th inclusive. The First Committee recommended this solution to the Assembly, by which it was adopted.

[Appendix I (1).]

INTERNATIONAL INSTITUTE FOR THE UNIFICATION OF PRIVATE LAW.

23. For the third time, the First Committee examined the work of the international Institute for the Unification of Private Law. This work covers a very wide field, and certain parts of it only are mentioned in the Committee's report. The Committee expressed its gratitude to the Institute for having undertaken the study of the legal status of women, at the suggestion of the last Assembly on the proposal of the First Committee. It noted also that the Institute's study of the question of the execution of maintenance obligations abroad has been carried far enough to enable an international convention to be drafted. This question was taken up by the League together with that of assistance to indigent foreigners, but was referred to the Institute for study.

The Institute's work calls for no action on the part of the Assembly and the resolution adopted merely takes note of the First Committee's report and congratulates the Institute on its achievements.

[Appendix I (2).]

AUSTRIA AND THE LEAGUE.

24. The First Committee's advice was sought by the Fourth Committee, as to whether the letter addressed to the Secretary-General by the German Government on the 18th March, 1938, announcing the incorporation of Austria in the German Reich and the termination of Austria's membership of the League of Nations, constituted a notice of the withdrawal of Austria from the League.

25. The Committee appointed a small sub-committee to consider the question. The sub-committee found that the German Government's letter did not constitute a notice of withdrawal within the meaning of Article I, paragraph 3, of the Covenant. They added that the obligation to pay contributions during two years after notice of withdrawal had been given was simply the consequence of the fact that a notice of withdrawal under the provision referred to leaves the State concerned with the rights and obligations of a Member of the League during a period of two years. (Austria's contribution had been paid up to the end of 1937.) This finding

was accepted by the Fourth Committee. There is accordingly no obligation to pay contributions in respect of Austria for two years as from the date of the German Government's letter.

[Appendix IV.]

SECOND COMMITTEE.

STRUCTURE AND FUNCTIONS OF THE ECONOMIC AND FINANCIAL ORGANISATION.

26. As a result of decisions taken by the 1937 Assembly the Council in January, 1938, set up a Committee to consider the structure and functions of the Economic and Financial Organisation of the League. The Committee reported in May, 1938, and its principal recommendation, which was accepted by the Council, was that a Co-ordination Committee should be appointed to organise the work of the Economic and Financial Organisation and to submit each year for the use of the Assembly a memorandum on the Economic and Financial items of its agenda. The Co-ordination Committee consists of a Chairman appointed by the Council (at present the Right Honourable S. M. Bruce), the Rapporteurs to the Council on Economic and Financial Questions, representatives of the Economic and Financial Committees, the Presidents of the other standing Committees of the Organisation, and a representative of the Transit Organisation. The Director of the International Labour Office is also invited to attend the Committee. The Assembly this year had before it as the basis of its economic and financial work the first report of the Co-ordination Committee.

27. The Committee on the Structure and Functions of the Economic and Financial Organisation made certain other recommendations of which the following were the chief :

- (1) that the work of the Assembly should be re-arranged so as to allow the Second Committee to devote the whole of its attention to economic and financial and transit questions ;
- (2) that the Secretariat of the League should be empowered to respond to requests from Governments for technical advice ; and
- (3) that provision should be made for members of the Economic and Financial Sections of the Secretariat to maintain contact with oversea States and to study on the spot the problems requiring solution.

The first of these recommendations was solved during the Assembly by the transfer to a new Committee, the Seventh, of all questions hitherto dealt with by the Second Committee other than those relating to economic, financial and transit matters. The

questions of housing, nutrition and the European Conference on Rural Life, which have an economic aspect, were discussed at joint meetings of the Second and the Seventh Committees. We refer to the discussion on Housing and Nutrition in the section of our report relating to the proceedings of the Seventh Committee.

ECONOMIC AND FINANCIAL QUESTIONS.

28. The discussions in the Committee fell into four major groups :

- (1) General questions relating to international economic collaboration and the present world economic situation ;
- (2) Demographic and migration questions ;
- (3) Social-economic questions ;
- (4) The report of the Committee to consider the Structure and Functions of the Economic and Financial Organisation.

The discussions are so ably summarised in the report which was drawn up by the rapporteur, Professor B. G. Ohlin (Sweden), and subsequently adopted after some small amendments by the Committee and the Assembly, that we do not find it necessary to comment on the subject at any length. The report itself is printed as Appendix II (1). In brief it may be said that the chief result of the discussions was the recognition of the fact that the present time is not propitious for framing international conventions on economic subjects, and that for the time being the work of the Economic and Financial Organisation should be directed along the channels of scientific study, leading at the most to the adoption of resolutions and recommendations by which it may be hoped to influence Governments in framing national policies.

29. Sir Sultan Ahmed, speaking during the discussion on behalf of India, welcomed the development by which the Economic Organisation of the League was increasingly taking an interest in the economic welfare of the countries whose economy depended mainly upon agriculture and the production of raw materials. The prosperity of the industrial countries was intimately related to that of the agricultural countries.

As regards the League publications, he said that it was to be hoped that the technique of economic intelligence might be improved in such a way as to enable an incipient slump to be identified at an early stage.

In India the tendency to consider economic policy from the point of view of general welfare had been strengthened by the development of the democratic system of government. It was valuable that the various countries concerned with similar problems should have the stimulus of mutual contact.

Sir Sultan Ahmed went on to explain India's commercial policy. The Government of India considered that clearing agreements and exchange restrictions were to be deprecated. It held that the granting of most-favoured-nation treatment should be unconditional and unrestricted.

There were no quotas or exchange restrictions in India and Customs duties were determined primarily by revenue considerations subject to the protection of indigenous industries.

As regards the problem of economic depressions, Sir Sultan Ahmed stated that certain measures had been taken in his country with the object of reviving economic activity, either by legislative enactments or by participation in international regulation schemes.

The Government of India approved generally the principles regarding access to raw materials which had been formulated by the Economic Committee, though it was unable to commit itself to those connected with the development of mineral resources, since policy on this matter was decided by Provincial Governments.

30. Four resolutions corresponding to the subdivisions of the subject matter are appended to the Committee's report. The first, which contains recommendations to Governments regarding their general economic policy, urges them (1) to consider the effect on world trade of their measures to stimulate economic activity; (2) to take all possible steps to mitigate restrictions on trade; and (3) to relax exchange controls as far as possible.

The second resolution requests the Council to set up a Committee of experts to study demographic problems and especially their connection with the economic, financial and social situation.

The third provides for further attention to be given to questions connected with the standard of living and requests the Economic and Financial Organisation to examine a series of detailed problems suggested during the course of the Committee's deliberations.

The fourth approves the report of the Committee on the Structure and Functions of the Economic and Financial Organisation.

[Appendix II (1).]

COMMUNICATIONS AND TRANSIT QUESTIONS.

31. Of the subjects dealt with by the Second Committee in connection with the work of the League Communications and Transit Organisation, the revision of the constitution of the Organisation itself is the only one that calls for comment. Formerly the Organisation was composed of all members of the League and all States non-members admitted to participate therein. It functioned through (1) ordinary or extraordinary general conferences and limited conferences and (2) an Advisory and Technical Committee comprising members appointed by the permanent members of the

League Council and other members appointed by the members of the Organisation itself. The Advisory and Technical Committee had grown somewhat loose and unwieldy and the ordinary General Conferences seemed to have outlived their usefulness. The Assembly of 1936 therefore empowered the Council to prepare and approve on its behalf a new Statute for the Organisation. The new Statute was approved by the Council in January this year.

32. Under the Statute the Organisation consists of all members of the League and such States non-members as, by resolution of the Assembly, have been admitted to participate therein. The old general conferences, the last of which had sat in 1931, are abolished and their task of special supervision of the work of the organisation is to be discharged, at intervals of three years, by the members of the Organisation meeting during the Assembly. This task devolved this year for the first time on the Second Committee. The Advisory and Technical Committee, which is to be styled in future the Committee for Communications and Transit, is required to draw up an annual report on the work of the Organisation for the information of the Council, the Assembly and the members of the Organisation. The Committee which, under the terms of the Statute, is to consist of a maximum of twenty members, including one from each State permanently represented on the Council, is to be elected by the Assembly, which decided to devolve the task on the Second Committee, subject to ratification by the Assembly. Elections are to take place every three years. The Committee decided to limit membership to eighteen in order to allow for the eventual admission of certain States not members of the League. As there are four States permanently represented on the Council the Second Committee elected to membership of the Committee for Communications and Transit fourteen States whose names are recorded in the Report and Resolution adopted by the Assembly and printed in Appendix II (2).

[Appendix II (2).]

THIRD COMMITTEE.

REDUCTION AND LIMITATION OF ARMAMENTS.

33. The Third Committee reviewed the action taken on the Assembly resolution of September 30th, 1937, which recommended the conclusion of a convention on the publicity of national defence expenditure and the examination by Members of the League of the possibility of adopting internal measures for the effective supervision of the manufacture of and trade in arms. The Chairman observed that of 61 Governments consulted on the first recommendation only 29 had replied, and of them, speaking very generally, 22 had accepted it in principle. It was for the Bureau to examine these replies at its next session, whose date had been left for the Council's decision. The Council had decided in May, 1938, that the Bureau

-should meet during the current session of the Assembly. This was prevented, however, by the political situation, and the Council decided on September 30th that the meeting should be postponed. Of the Governments consulted on the second recommendation, only 25 had replied.

34. The Chairman referred to, and the United Kingdom delegate described in greater detail, the United Kingdom's policy with regard to Naval Limitation. The Anglo-German and Anglo-Soviet Naval Agreements had come into force in November, 1937, and negotiations had begun for the conclusion of bilateral agreements with Poland, Turkey, and the Scandinavian Powers: texts had already been agreed upon. The Italian Government had declared its decision to accede to the London Naval Treaty of 1936 as soon as the Anglo-Italian Agreement of April 16th, 1938, came into force.

Captain Euan Wallace also explained to the Committee the action of the Governments of the United Kingdom and the United States of America in regard to the raising of the upper limit of tonnage of capital ships laid down in the 1936 Treaty.

The Committee noted these statements with interest and gratification.

[Appendix III.]

PROTECTION OF CIVILIAN POPULATIONS AGAINST BOMBING FROM THE AIR IN CASE OF WAR.

35. The discussion opened with a long speech from the Spanish delegate, whose object was to lay the experience of the Spanish people before the Committee. He referred to the urgent demand of public opinion for swift, urgent and effective methods to put an end to the scourge of the bombing of civil populations. It was for the Committee to decide the best method of studying the question. The Spanish Government had no direct interests at stake, for it was hardly possible for the results of any such study to be reached in time to be of use to Spain. He concluded with a warm and grateful reference to the action of the Government of the United Kingdom in setting up a Committee of British Officers, in spite of the difficulties with which their original project had met, to examine cases of bombing of civilians. His Government took the view that the best and quickest way of reaching practical solutions would be to develop on an international scale and within the framework of the League the idea which had inspired the United Kingdom Government's scheme.

36. The United Kingdom delegate said that His Majesty's Government in the United Kingdom had been earnestly considering the question of the bombing of civilians but their deliberations were not yet complete. They thought, however, that three principles, established in respect of warfare on land and sea, might be translated into terms of warfare in the air. (These principles will be

found in the resolution adopted by the Committee.) Public opinion was their most powerful weapon: and the Assembly could and should exert its whole influence towards mobilising the opinion of the world against the barbarities of the bombing of civilians.

37. The delegate of China submitted three proposals to the Committee, inviting states to refrain from supplying Japan with aircraft or oil, suggesting the despatch by the League to China of a commission of neutral observers to investigate the bombing of civilians and the use of poison gas by the Japanese, and urging the summoning of a conference both of members of the League and of others with a view to the drawing up of a Convention prohibiting aerial and gas warfare. These did not however call forth much support. The first was seconded by the Russian delegation. Of the second the Committee took note, though the delegate of France suggested that countries which were the victims of the practices in question might themselves set up commissions of investigation. With regard to the third, it was observed that international law already covered the bombing of civilians and the use of chemical and bacterial methods in warfare. The delegate of Greece, in particular, referred to Article 25 of the Fourth Hague Convention of 1907, which prohibited the bombardment, by whatever means, of undefended towns, villages, dwellings, and buildings. He had however long been convinced that any attempt to humanise war would be vain and indeed dangerous. International law did not condemn inhuman actions. The condemnation which belligerents accepted was for useless actions. It was because the uselessness of bombing open towns had been proved that he thought that the Article he had referred to applied to aerial bombardment as well as land bombardment.

38. Much of the rest of the discussion was occupied by the attempts of certain delegations to secure the acceptance of various concrete proposals bearing directly on the situation in Spain and China or tending towards the prohibition of the bombardment of certain areas to be specified, and the attempts of other delegations, conscious of difficulties inherent in them or feeling that questions of a political character were not within the Committee's province, to avoid such proposals. The general tendency was away from the concrete, and the report, resolutions, and recommendation adopted represent the compromise which was at length reached.

[Appendix III.]

FOURTH COMMITTEE.

BUDGET OF THE LEAGUE.

39. The report of the Fourth Committee opens with an extract from the corresponding report to the Assembly of 1937 which is worth quoting as it is applicable also to the budgetary position as

presented to the Assembly on which we are at present reporting. It says "Thanks to the fruitful activity of the Committees which represent it in the intervals between its sessions and to the tireless efforts of the heads of the three main organisations of the League, the Assembly has had the satisfaction this year of finding that the League's financial position is sound, that its reserves are intact, that its accounts have been balanced, and that the budgets are more or less the same as the previous ones." It follows that, in contrast to the position a few years ago, there was very little general criticism of the budget and that the proceedings of the Fourth Committee, which were formerly more protracted and onerous than those of any other Committee, were comparatively short and harmonious.

40. The Secretary-General in an opening explanation of the League's financial position referred to the imposing surplus of 4,558,625 gold francs with which the year 1937 closed. This surplus had resulted partly from administration economies, partly from profits resulting from depreciation, and partly from the quite remarkable collection of contributions, including arrears, during the year 1937, owing to the excellent work of the Special Committee on Contributions. At the same time he warned the Committee that these factors were not permanent and that the period of large surpluses was now at an end. On one hand the arrears would soon all be paid up and on the other hand the number of units of contribution was bound to decrease owing to the withdrawal of a certain number of States Members (notably Italy).

41. While therefore the present financial position is sound the prospects for the next few years give some ground for anxiety and the debates in the Fourth Committee were coloured by a general concern to safeguard the future financial position of the League. Thus in the general debate the United Kingdom delegate, Captain Euan Wallace, supported the policy of the Secretary-General and the Supervisory Commission which had resulted in a more or less stabilised unit of contribution and had enabled substantial sums to be placed to reserve. He advocated a prudent policy for the future and said that the heads of Administration and the Supervisory Commission could be relied on to continue the policy of stringent economy. He maintained that a sudden rise in the value of the unit must be prevented, and he deprecated any artificial reduction of the unit this year to a level which it would not be possible to maintain in the future. Most other speakers expressed a desire for economy and some of them asked for a reduction in the number of officials employed in the Secretariat. On the latter point the Secretary-General explained that he was under constant pressure for additional appointments from States which considered that they were insufficiently represented on the staff, and that any appreciable measure of reduction would need the co-operation of all Members of the League.

42. M. de Modzelewski (Poland) called for a reduction in the unit of contribution and gave as his reason for thinking that his proposal was practicable that the number of countries for which

the League was working had decreased, and that League activity was less intense in certain directions than it was formerly. His proposal did not meet with general support. He further suggested that the lump-sum cuts proposed in the budget could be increased; but having obtained the Committee's agreement to the postponement of a discussion on this suggestion until after consideration of the budget as a whole, he did not pursue the subject when the time came.

43. M. Coucke (Belgium) proposed a reduction in the provision in the budget for correspondents, temporary collaborators and research students under the head "Liaison". After M. Réveillaud, Chairman of the Supervisory Commission, had explained that it was on these credits that the League relied for its legitimate task of making known in other countries the work of the League, Sir Shanmukham Chetty explained the Indian point of view. He agreed with M. Réveillaud as to the undesirability of reducing the item. He thought that representatives of European countries with an intimate knowledge of League activities were inclined to under estimate the need for spreading a knowledge of these activities in more distant countries where the League was only a name. In India, as a result, many people tended to question the value of League membership. The Secretariat had recently enlarged the office in Delhi and instituted a propaganda campaign; but in view of the size of India and the importance to the League of her membership, propaganda on a wider scale was necessary. He appealed to the Committee, therefore, not to cut down that item of League expenditure. The appeal was successful and the item was passed.

44. In the discussion under the head of Salaries and General Services Sir Shanmukham Chetty took the opportunity of drawing attention once again to the inadequate representation of Indian nationals on the staffs of the Secretariat and the International Labour Office. Public opinion in India, he said, attached great importance to this question. He was well aware of the theoretical argument advanced in reply that appointments were made, not on the basis of a candidate's nationality, but of his professional qualifications and efficiency. The theory in itself was admirable; but it was necessary, in his view, to look at the facts of the situation. India was an original Member of the League and one of the States which paid a large contribution; and, though in the past year another Indian had been added to the senior staff of the Secretariat, India was still dissatisfied, not only as regards the quantitative, but also as regards the qualitative, share allotted to her in staff representation. The Administration should realise that the Indian public services contained men who were fully qualified for appointment to responsible posts of direction and control, and they should make more serious attempts to recruit such candidates and thus satisfy an aspiration legitimately cherished by Indian public opinion.

He had noticed further that, though several large countries had recently left the League, their nationals still occupied responsible positions in the Secretariat. He did not suggest that withdrawal from membership should automatically entail the departure of officials belonging to the country concerned, but, when such posts became vacant, the claims of countries like India should be considered.

He made an earnest appeal, therefore, to the Administrations to realise the great importance attached in India to this question. Membership of the League would become a live issue in India if a really responsible post was conferred on one of her nationals; and, as he had already said, many worthy candidates could be found among the public services in that country.

45. The Treasurer of the League in reply assured Sir Shanmukham Chetty that the Administration fully appreciated the reasonable and restrained statement he had made of his country's case and promised that every consideration would be given to the arguments which had been advanced. He drew attention to the opening and enlargement of the League office in Delhi and to the appointment of temporary collaborators from India, and referred to the fact that an Indian had been appointed to a senior post in the Secretariat but had resigned when he found, on taking up the post, that the devaluation of the Swiss franc had made the original salary less attractive. Another Indian had now been appointed to the post.

SUPPLEMENTARY CREDITS.

46. The more important supplementary credits considered by the Fourth Committee were the following :

During the 1937 Assembly an invitation had been received for the League to participate in the New York World's Fair in 1939 and a credit of 300,000 Swiss francs was inserted in the 1938 budget to meet initial expenditure if participation were decided on. In January 1938 the Council decided in principle in favour of participation and the Assembly voted an additional sum of 900,000 Swiss francs, to be included in the 1939 budget.

47. As mentioned elsewhere in our report the Nansen International Office for Refugees and the Office of the High Commissioner for Refugees coming from Germany are to wind up their activities by 31st December, 1938. A High Commissioner was appointed to deal in future with both classes of refugees. The Assembly on the recommendation of the Fourth Committee voted a credit of 269,500 Swiss francs in the 1939 budget in respect of international assistance to refugees under the new High Commissioner, and made provision for expenses during 1938 aggregating 20,000 Swiss francs.

48. Provision had been made in the 1938 budget for a spécial credit of 2,000,000 Swiss francs to provide for technical collaboration with China (for which 450,000 francs is normally inserted in the budget) and for anti-epidemic measures in that country. The question of continuing this assistance was raised by the Chinese Government. The Supervisory Commission reported that there would be an unexpended balance of about 250,000 francs remaining from the 1938 credit at the end of the year. Anti-epidemic work could be continued during 1939 on at least as extensive a scale as in 1938 for about 1,500,000 francs, and 250,000 francs would suffice for other forms of technical collaboration. They therefore proposed, and the Committee and the Assembly agreed, that the unexpended balance should exceptionally be carried forward to 1939 and that a credit of 1,500,000 francs should be inserted in the budget, making 1,750,000 francs in all.

DISPOSAL OF THE SURPLUS.

49. As we have already stated in paragraph 40 the net surplus for the year 1937, of which the Assembly had to dispose, amounted to 4,558,625 gold francs. The Supervisory Commission pointed out that if a rise in the 1939 unit of contribution were to be avoided a sum of 2,373,059 gold francs would have to be returned to States Members out of the surplus and they proposed that this should be done. They also proposed that 1,060,210 gold francs should be kept in reserve for the reduction of future contributions, bearing in mind that the withdrawal of certain States from the League would result in additional burdens in 1940 which should be limited by every possible means. In addition a sum of 240,586 gold francs was necessary for the repayment of withdrawals from the Guarantee Fund. The balance remaining after making provision for these three items was 884,770 gold francs, which the Supervisory Commission proposed should be paid into the Reserve Fund.

50. M. de Modzelewski (Poland), himself a member of the Supervisory Commission, said that he did not agree with his colleagues' proposal and would prefer the whole balance to be returned to States members in order to secure an immediate reduction in the unit. He was not pessimistic about the financial prospects in 1940 and he saw no reason for increasing the Reserve Fund. His attitude was strenuously resisted by the Chairman of the Supervisory Commission, M. Réveillaud, who argued that as the Fund was not more than a third of the budget, and as next year might be a year of great difficulty, it was not a moment to dissipate any surplus.

51. Captain Euan Wallace (United Kingdom) in warmly supporting the Supervisory Commission's proposal mentioned the widespread desire for economy that had been in evidence throughout the debate and made a practical proposal for achieving economy without seriously curtailing the services which the League could

and should carry out. He said that the standing charges of the League accounted for by far the larger part of its expenditure and that it was in those charges that economies should be sought. He therefore moved a draft Resolution providing for the constitution of a Special Committee of five independent persons (to include the 1938 and 1939 chairman of the Supervisory Commission and a representative of the Governing Body of the International Labour Office) to make a thorough examination of the standing charges in the League budget and to recommend economies. The resolution also requested the Secretary-General and the Director of the International Labour Office to prepare their draft budgets in 1940 in accordance with the recommendations of the Committee.

52. The resolution met with general support. Sir Shanmukham Chetty speaking with reference to this proposal and to the proposal of the Supervisory Commission in regard to the disposal of the surplus, said that, difficult as it was to make good a deficit, it was often still more embarrassing to dispose of a surplus, and that was the position in which the Committee now found itself. When a commercial firm showed a surplus in a particular year, the shareholders naturally demanded larger dividends, while the directors always liked to see the surplus allocated to building up reserves. From his own experience in business concerns, Sir Shanmukham Chetty had no hesitation, after studying the League's present financial position and future prospects, in saying that the wiser course would be to allocate the surplus to the reserves already accumulated.

He was not sure that it was correct to say that the League's activities had been curtailed and therefore expenditure must necessarily be curtailed also. The mere fact that a few countries had left the League did not necessarily imply that its activities were diminished. The fact of a few States having withdrawn from membership might even justify the contention that the remaining Members of the League should realise its importance and increase its activities.

In previous years the Indian Delegation had always urged that the most rigid economy in administration should be observed and he himself took the same stand. It was equally essential, however, that the contributions of Members should be stabilised over a few years at least. It was, after all, more important that States should know where they stood than that they should have part of their contributions returned in a particular year. To secure that stability it was essential to build up reserves so that, when the League was faced with financial difficulties, it could draw on these reserves and not need to increase the contributions paid by States.

The Indian Delegation wholeheartedly supported the proposal of the United Kingdom delegation for an examination of standing charges. It was in the interests of the Administrations itself that an expert examination should be made periodically to see that overhead charges did not mount unnecessarily high, but were kept at a reasonable level.

53. A considerable debate took place on the proposal for the disposal of the surplus but the Polish delegate's proposal found little support. He then proposed as a compromise that 500,000 gold francs out of the balance of 884,770 should be returned to States Members and the remainder paid into the Reserve Fund. This proposal was defeated by seventeen votes to two and the Supervisory Commission's proposals were adopted.

54. The British proposal for a special committee to examine the standing charges of the League was adopted by the Fourth Committee without a dissentient vote, and subsequently by the Assembly.

[Appendix IV.]

ALLOCATION OF EXPENSES.

55. The present scale of allocation of the League's expenses was adopted by the 1936 Assembly for three years and will therefore cease to be in force on 31st December, 1939. The Fourth Committee resolved to appoint a Committee of twelve members to consider the question anew and to suggest the modifications which should be made in the existing scale.

56. On the basis particularly of memoranda submitted by States various proposals concerning the data of which account should be taken in revising the scale were advanced during the discussion of the question. It was agreed that the Minutes of the meeting should be made available to the Committee which would, however, be entirely free to appreciate the relative value of the various criteria which had been suggested. During the course of the discussion it was suggested that among the evidences of capacity to pay on which great emphasis should be laid was the factor of population. In a short speech Sir Shanmukham Chetty referred to this suggestion. He said that he disagreed with the suggestion that the contributions of members of the League should be based mainly on the population of the country concerned. If that were to be the chief criterion, the League of Nations should really be controlled by India and China as its most populous members! He must emphatically protest against such an assumption. The Government of India had already expressed itself very strongly on the subject and would doubtless reiterate its views before the Allocation Committee, which it was proposed to set up. Total national wealth was an equally unreliable criterion for assessing contributions. The Allocation Committee should realise that the fundamental basis for any equitable assessment should be rather the capacity of the individual citizens of Member States to bear the additional burden of taxation involved in the country's contribution to the League. Whatever criterion was adopted should not obscure the real facts regarding national wealth or poverty.

57. He demurred, further, to the suggestion made by M. Hambro that countries with balanced budgets should volunteer to pay larger contributions. India certainly had a balanced budget; but that would not prevent her from pressing with all possible emphasis for a reduction in her contribution, particularly as she already paid the largest contribution of any country not a permanent member of the Council. All these considerations would be duly submitted by his Government to the Allocation Committee, the reconstitution of which he heartily supported.

58. After the close of the discussion the Chairman of the Fourth Committee proposed that the Allocation Committee should consist of delegates of the Argentine, United Kingdom, Canada, France, Greece, India, Iran, Latvia, Mexico, Netherlands, Norway and the Union of Soviet Socialist Republics. This proposal was adopted by the Committee and the Assembly. We were gratified by the inclusion of India in this important Committee and informed the Secretariat that Sir Ramaswami Mudaliar would represent India.

[Appendix IV.]

SPECIAL COMMITTEE ON CONTRIBUTIONS.

59. We have already referred to the excellent work of the Special Committee on Contributions resulting in a remarkable collection of contributions during the year 1937, equal to 103% of the current contributions due for that year. The explanation is that receipts were collected in respect of current contributions to the extent of 94.6%, while contributions in respect of arrears amounted to 8.4%. Further contributions for 1937 received during 1938 brought the percentage of current contributions received up to 97%. In the years 1934 to 1936 the percentages of current contributions received during the year to which they related were only 71%, 88% and 91% respectively.

60. The Chairman of the Special Committee said that there was a rather widely held misconception that the League had lost large amounts because many countries had not paid their contributions. In fact, however, since the League came into existence, the amount of contributions which had had to be cancelled represented only about 4% of the maximum contributions due. He asked whether there was a single State member of the League, or even a private business firm, which could claim over a period of nearly twenty years to have collected 96% of its dues.

61. Much as the position has improved it was felt that there was still room for improvement seeing that even in 1937 there were eleven States which paid only part of their contribution, and seven which paid nothing at all, during the year. The Fourth Committee therefore accepted the proposal of its Chairman that the Special Committee on Contributions should be reappointed for

another year. One of the members of the Special Committee having resigned Sir Ramaswami Mudaliar was unanimously elected to fill his place. The Committee is now constituted as follows:—

Count Carton de Wiart (Belgium).
 Sir Frederick Phillips (United Kingdom).
 M. C. J. Hambro (Norway).
 M. Stefan Osusky (Czechoslovakia).
 Sir Ramaswami Mudaliar (India).

[Appendix IV.]

SPECIAL RESOLUTIONS.

62. On the 28th September, the last day of the Fourth Committee's proceedings, when the international situation was at its most acute stage, the Committee adopted two resolutions, which were afterwards accepted by the Assembly, designed to provide machinery for the carrying on of the League's finances in the event of an emergency, until the next ordinary session of the Assembly. The first resolution gave authority to the Secretary-General and the Director of the International Labour Office, acting with the approval of the Supervisory Commission, to take any exceptional financial and administrative measures which appeared necessary, these measures to have the same force and effect as if they had been taken by the Assembly. The second resolution suspended the right of officials who left the service of the League by reason of the emergency to take lump sums in lieu of pensions. It carefully excluded from the operation of the new regulation all officials leaving the service of the League in the regular way. The Chairman pointed out that the necessity for this measure arose not from any inability of the Pensions Fund to meet its proper obligations, but because any very exceptional number of claims for capital sums during the course of one year would impose a severe strain on the fund, the financial basis of which is designed to meet normal claims over a period of years.

Both resolutions were to come into force only after a decision by the President of the Assembly if and when, in his opinion, a state of emergency had arisen.

[Appendix IV.]

FIFTH COMMITTEE.

SOCIAL QUESTIONS.

Child Welfare and Traffic in Women and Children, and Assistance to Indigent Foreigners.

63. The proposed "Review of Social Questions," to which reference was made in last year's Report, was again mentioned by

very many delegations this year. It was hoped that the first number of the promised publication would appear at an early date, warm support for it was expressed in many quarters, and certain delegations undertook to do all that was possible to promote its circulation in the countries they represented. Emphasis was again laid on the desirability of its translation into languages other than English and French : but further consideration of this matter was deferred until after the publication of the first few numbers.

64. The two constructive proposals which emerged from the Committee's debates are embodied in the two Resolutions which it adopted. The first relates to the desirability which was felt by many delegations and by the organisations concerned, of co-ordinating the work of the Advisory Committee on Social Questions, the Health Organisation, and the International Labour Office. The proposal which was put forward by the French delegation found wide support, for it was recognised that the work of these bodies is necessarily connected.

65. The second proposal, which was moved by the United Kingdom delegation, concerns the establishment of a League of Nations Bureau in the Far East to deal with the traffic in women and children. The suggestion that such a Bureau be set up was an outcome of the Conference of Central Authorities in Eastern Countries held in February 1937, and was discussed at last year's Assembly. The compromise then reached which was that the Council might appoint an Expert Adviser to discuss the matter with the interested Authorities on the spot, had so far proved sterile, as the situation in the Far East had been such as to make the sending of an adviser appear useless. The Committee this year was of the opinion that the delay in setting up the Bureau was greatly to be regretted and that in the circumstances it was desirable to revert to the original proposal laid before the Committee last year. It felt that there was no real necessity for or advantage in the despatch of an adviser, though the Chinese delegate thought that his mission, when circumstances rendered it practicable, might be of some assistance. The Committee was bound to recognise that present conditions made constructive work in the Far East virtually impossible for the moment, but the resolution adopted is that the Advisory Committee should elaborate a scheme for the setting up of the proposed Bureau and have it ready to be carried into effect with as little further delay as possible, as soon as more favourable conditions obtain.

66. Sir Shanmukham Chetty took advantage of the opportunity offered by the general discussion to give a broad outline of the social awakening which has recently been taking place in India, and to stress the welcome which was accorded to the social work of the League. He said that, at the present time, when nations were

becoming sceptical as to the effectiveness of the League, it was essential to impress the fact that it was rendering great services in the social field.

The work of the Committee had been particularly welcomed in India. Of late there had been a tremendous social awakening in his country. Many Europeans still imagined India as a country with barbaric social customs, where women were kept in a position of complete inferiority and children were often cruelly treated. He would like the Committee, and through the Committee, the world, to realise that in social matters India was changing very rapidly. The tendency had been accelerated owing to the interest the women of India were beginning to take in the welfare of women and children. As a result of recent political changes Indian women had been enfranchised. In some of the provinces they had even become Cabinet Ministers or Deputy-Presidents of legislatures. Provincial Governments were consequently taking an increased interest in social matters and enacting legislation for the protection of women and children. Thus, in Bombay a law had been passed penalising persons who were found in an intoxicated condition while in the custody of a child of seven years of age or less.

The first step in ridding a country of its bad social customs was to rouse the moral indignation of the people against social wrongs. Once the social conscience was touched, the foundation for effective social legislation was laid. That was what had been happening in India during the last few years, and he therefore welcomed the Committee's efforts and the publication of the Review of Social Questions. Looking through the past records of the Committee he found that a note of caution had been sounded. In 1927 Sir Austen Chamberlain had insisted on limiting action in the field of child welfare to questions of international importance and that limitation had been emphasised by members of the Indian Delegation. The Advisory Committee should realise the importance of its work but it should also realise the limitations which were involved. Owing to differences in social customs, national habits, cults, etc., it was impossible to attempt to introduce international legislation in the social sphere. In that respect the Committee's work differed from that of the International Labour Organisation which was able to introduce uniform international legislation regulating such questions as the hours of work of women in factories, maternity benefits, the employment of women at night, etc. The Committee should act as a clearing house of information and supply such information to countries for their guidance and help.

Though he had endeavoured to define the Committee's activities, he was not minimising them. In India there was a great desire everywhere to render some kind of social service, but people were still groping in the dark as to the methods they were to

adopt. The Advisory Committee could help them by supplementing their enthusiasm with practical knowledge. He hoped, therefore, that it would devote its attention more and more to the study of social problems and thus help to promote the development of humanity.

[Appendix V (1).]

SUPPRESSION OF THE EXPLOITATION OF THE PROSTITUTION OF OTHERS.

67. The Rapporteur on the question of the Suppression of the Exploitation of the Prostitution of others suggested to the Committee that it had three courses open to it: either to vote for the summoning in 1939 of a conference to conclude an agreement on the matter; or to suggest the calling of the conference in 1940; or to decide against the summoning of such a conference at all. Adoption of the first course would have made it necessary to invoke the emergency procedure in order to secure the necessary credit in the Budget for 1939, and it was felt that this was neither necessitated nor justified by the present state of opinion. Governments were, however, sufficiently favourable to the proposed Convention to justify the summoning of a conference in the near future, and it was therefore decided to recommend to the Council the calling of a conference in 1940.

68. Sir Shanmukham Chetty thought it best to make India's attitude to the proposed Convention quite clear at this stage. India's position had, he said, been explained in her comments on the draft Convention, which had been referred to it by the Council.

The Government of India was not hampered by any regulationist system, and supported the principle of abolition. But it did not consider that it would be possible to give practical effect to any such convention in India at the present stage. The enforcement of the penal law was in the hands of autonomous provincial governments which, during the last few years, had enacted a great deal of legislation for the suppression of prostitution. But even the most advanced provincial governments felt that they could not as yet enforce any legislation making procuration illegal, irrespective of the age of the victim.

If India were to accept a convention of the kind proposed she would have to make such reservations that her acceptance would be valueless. The Indian Government did not intend to adopt such a course, but it would not object to the holding of a conference. It did not consider, however, that any useful purpose would be served by its participation in the proposed Conference.

69. A suggestion was made by the French Government, in order that regulationist countries might be met half way, that the draft convention should be divided into two parts, the first of which could be accepted by those countries at once, and the second might remain open for signature for a period of years during which they might have time to review their internal legislation. The Committee came to no decision on this, but took note of the suggestion in its report.

[Appendix V (2).]

SIXTH COMMITTEE.

APPLICATION OF THE PRINCIPLES OF THE COVENANT.

70. The Assembly had before it this year the Report adopted at their third session from January 31st to February 2nd, 1938, by the Special Committee set up to study the application of the principles of the Covenant (the "Committee of Twenty-Eight"). At the suggestion of the delegate of the United Kingdom, (Mr. R. A. Butler) the Sixth Committee, after giving an opportunity for the expression of general views to the delegates of governments not represented on the Committee of Twenty-Eight, discussed in turn Article 16, the unanimity rule in its application to paragraph 1 of Article 11, the separation of the Covenant from the Peace Treaties, and collaboration with States not members of the League.

71. The delegate of the United Kingdom said that no agreed resolution on the subject of Article 16 seemed possible, but that certain Governments of which his was one, felt it essential in the present circumstances to define their position. He then read a declaration in the following terms :—

"The text, structure and juridical effect of the Covenant remain unaltered. In view, however, of the special circumstances existing at the present time, His Majesty's Government in the United Kingdom will interpret their obligations under article 16 of the Covenant in accordance with the following propositions, which apply equally to the case where article 16 becomes applicable by virtue of paragraph 3 of article 17 :—

1. The circumstances in which occasion for international action under article 16 may arise, the possibility of taking such action and the nature of the action to be taken cannot be determined in advance : each case must be considered on its merits. In consequence,

while the right of any member of the League to take any measures of the kind contemplated by article 16 remains intact, no unconditional obligation exists to take such measures.

2. There is, however, a general obligation to consider, in consultation with other members of the League, whether, and if so how far, it is possible in any given case to apply the measures contemplated by article 16 and what steps, if any, can be taken in common to fulfil the objects of that article.
3. In the course of such consultation each member of the League would be the judge of the extent to which its own position would allow it to participate in any measures which might be proposed, and in doing so it would no doubt be influenced by the extent to which other members were prepared to take action.
4. The foregoing propositions do not in any way derogate from the principle, which remains intact, that a resort to war, whether immediately affecting any of the members of the League or not, is a matter of concern to the whole League and is not one regarding which members are entitled to adopt an attitude of indifference."

He drew attention to the fact that this declaration had purposefully been framed in general terms, in the belief that they might perhaps commend themselves to other Governments whose points of view were the same.

72. The subsequent debate on this article took the form for the most part of a series of declarations by other delegates. In all, the views of thirty-nine Governments were put forward. Some considered the discussion untimely; others, notably those of Spain, China and the Union of Soviet Socialist Republics, were opposed to any weakening of the Article; but the great majority either associated themselves with the view of the United Kingdom Government, or referred to similar declarations already made by their representatives in the Assembly, reserving the freedom of each Government with regard to action under the Article.

73. At the conclusion of the debate, the delegate of the United Kingdom said that there was no contradiction between loyal support for the principles of the Article and the recognition of fact which they were obliged to make. The general view of the Committee was that those principles remain sound. No proposal to amend the Article had been before it. The Committee confined itself to taking note of the declarations made, without expressing any opinion on them or on the *de facto* situation which according to some speakers was created by them. It recommended to the

Assembly that its report together with the declarations and observations which were annexed to it, should be circulated to all Members of the League for their information. This recommendation was adopted by the Assembly.

74. Sir Nripendra Nath Sircar said that speeches in the Committee and opinions expressed in all quarters, showed clearly that two interpretations attached to Article 16. The difference in interpretation was due to an avoidance of or denial of the real position : given a case of aggression within the meaning of Article 16, sanctions applied automatically. Doubts and confusion had arisen, which must be removed by an unequivocal interpretation of Article 16—though he entirely agreed that the moment was inopportune for embarking on such a discussion. If one interpretation were accepted, the declarations and statements of a large number of States concerning the meaning of Article 16 would be negatived ; if the other interpretation were accepted, it might mean the ultimate sapping of the League's foundations.

The confusion had arisen, because of the use of the word "automatic". If the Covenant were construed as an undertaking entered into by humble individuals on a co-operative basis and the document came before a judicial tribunal, the judge would very quickly pull up an advocate who used that word "automatic". Was the obligation unconditional, or did it arise when certain other conditions had been fulfilled? That was the crux of the question ; and the use of the word "automatic" only added to the confusion. The text of Article 16 read : "hereby undertake immediately to subject it"—the aggressor—"to the severance of all trade or financial relations." Did that permit of the addition of the words "provided no Member of the League need carry out the undertaking if, in its judgment, it should behave otherwise by reason of its size or geographical position or any other cogent or good reason?" Was it permissible, on a strict legal construction to add the words "provided each Member of the League is bound to carry out the undertaking on condition that there is a reasonable probability that the course of action will effectively help in attaining the desired end?"

Those arguments, it might be objected, emanated from a mind obsessed with legal technicalities, and did not appeal to statesmen who had to deal with practical problems. The speaker did not propose to answer the questions he had himself propounded, because nothing could be gained at that juncture by fighting out the issue as to the correct interpretation of Article 16.

In the light of what had now happened, and of the unilateral opinions expressed, it must be conceded that as the result of overriding circumstances the League was unable to impose its will upon powerful aggressors. That was the real position.

Such being the case, he entirely agreed with the exposition and attitude of the United Kingdom delegate, and he did so the more readily because he could imagine circumstances in which the interests of other States and the interests of the United Kingdom might not be the same as the interests of India. He could well imagine a situation in which it might be to the interest of the United Kingdom to boycott a particular country, whereas it might not suit India to boycott that country, perhaps one of her best customers.

A certain section of opinion in India was opposed not merely to Article 16, but to all the other articles of the Covenant and that section was gaining ground owing to the rapidly decreasing prestige of the League. The League had been described in the Indian Assembly as a body which could neither punish its enemies nor help its friends. The matter was further complicated by another consideration, not strictly relevant to the interpretation of Article 16. There was in India a feeling of grievance about the representation of its nationals in the administration of the League; that factor also had a bearing on India's attitude.

If the League could not justify its existence by constructive work towards the end for which it was established, India might lose all interest in Article 16 and the other articles of the Covenant. Personally he was strongly opposed to the secession of India from the League. He merely desired to direct attention to the fact that such a measure was a possibility, even a probability, in view of the changes in the Constitution of India which were expected to come into effect at no distant date.

[Appendix VI (1) (a).]

75. Discussion of Article 11 was also opened by the delegate of the United Kingdom. He said that this Article was in danger of being stultified by a too rigid application of the unanimity rule. It seemed desirable that the Council, when a case was brought before it under the first paragraph of the Article, should be able to establish the facts and to recommend precautionary measures without having its action blocked by the votes of the parties to the dispute. He submitted a draft resolution tending to relax the unanimity rule in this connection. He explained that it was not the intention of his proposal to prejudice the application of the unanimity rule in general; nor was it directed to the imposition of a settlement on the parties (this the League had no power to do even under Article 15); nor again was his proposal illogical at a time when Members of the League were interpreting their obligations under Article 16 in the so-called facultative manner. Action under Article 16 did not require the consent of the parties: but no precautions could be recommended under Article 11 without their agreement.

76. This proposal called forth considerable differences of opinion. The representative of Roumania expressed anxieties which were to some extent allayed by the delegates of France and the United Kingdom. But the opposition of the delegates of Hungary and Poland could not be overcome. Their main objections were that the acceptance of the proposal would touch on the sovereignty of States, and would disturb the equilibrium of the Covenant. A draft resolution differing only slightly from that proposed by the delegate of the United Kingdom was carried by 21 votes to 2 (Hungary and Poland), with 7 abstentions. The Hungarian and Polish delegations maintained their opposition in the Assembly, when 29 delegations voted in favour of the resolution, 2 voted against, and 11 abstained from voting. Unanimity not having been obtained, the resolution was not adopted. The Indian Delegation voted for the resolution in each case.

[Appendix VI (1) (b).]

77. There was little discussion on the question of the separation of the Covenant from the Peace Treaties. The delegate of the United Kingdom said that it would be useful, both for technical and for psychological reasons, to have a Covenant independent of any other instrument. He therefore proposed that the Committee should adopt the report of the committee of ten jurists to which the matter had been referred by the Committee of Twenty-Eight during the last Assembly and recommend to the Assembly the adoption of the draft resolution contained in that report. The Committee, and subsequently the Assembly, approved his proposal. The amendments to the Covenant suggested by the Committee of ten jurists were then embodied in a Protocol, which was opened for signature on September 30th and at once signed by the representatives of twenty-eight countries. Sir Sultan Ahmed signed the Protocol on behalf of India. It will come into force when it has been ratified in accordance with Article 26 of the Covenant.

[Appendix VI (1) (c).]

78. The delegate of the United Kingdom drew the attention of the Committee to Lord Cranborne's Reports to the Committee of Twenty-Eight on the participation of all States in the League and on Co-operation between the League and Non-Member States. He pointed out the connection between the two. It had become increasingly clear that universality was still in the realm of the ideal and that the League must for the present rest content with developing its means of co-operation with non-members. The Government of the United Kingdom thought that there would be advantage in seeking the views of these States, and they therefore proposed to the Committee a draft resolution, which was approved without further discussion.

[Appendix VI (1) (d).]

INTERNATIONAL ASSISTANCE TO REFUGEES.

79. As in previous years, the question of international assistance to refugees was referred by the Sixth Committee to a sub-committee, on which India was not represented. Provision had to be made in detail for the establishment as from January 1st, 1939, of a League High Commissioner for Refugees to carry on the work performed by the Nansen Office and the High Commission for Refugees coming from Germany (including Austria), both of which organisations were to be terminated at the end of 1938. The principal document which the sub-committee had to consider was a report adopted by the Council on the 14th May, 1938 recommending the institution of such a single organisation, to which was appended a further report containing budgetary proposals by the Secretary-General who had been instructed by the Council to prepare a detailed plan. No speaker expressed disagreement with the main lines of the Council's recommendations. It was generally agreed that the humanitarian work should continue, and that direct assistance to refugees on the part of the future High Commissioner should be excluded. It will be remembered that at the previous Assembly the Latvian delegate made a general reservation regarding the sub-committee's recommendations and that the Soviet delegate opposed them with an intransigence that would have been fatal to them in the Assembly: and that they were accordingly modified. On the present occasion the Soviet delegation took no part whatever in the discussion. But the Latvian representative declared that without being opposed in principle to a grant to the High Commissioner for administrative expenses he must make express reservations as to its amount, more particularly as regards the allocation of funds of the League for the purpose of remuneration of the representatives of the High Commissioner abroad.

80. The rapporteur's report was adopted by the sub-committee, and, after the approval of the Supervisory Commission and of the Fourth Committee had been obtained for the financial proposals, by the Sixth Committee. The Latvian delegation maintained their reservation, with some support from the Iranian representative, at every stage, but did not insist upon it in the Assembly. The delegates of Norway, Sweden, and Denmark thought that the protection of refugees should not be confined to certain categories of persons: the Norwegian delegate reserved the right to raise the question of its extension at any future date. Attached to the Sixth Committee's Report were five resolutions, the fifth of which, on the proposal of the United Kingdom delegation, appointed Sir Herbert W. Emerson, G.C.I.E., K.C.S.I., C.B.E., formerly Governor of the Punjab, to be High Commissioner for Refugees for five years. The Report and resolutions were adopted by the Assembly.

MANDATES.

81. Again this year the greater part of the Sixth Committee's discussion on Mandates was devoted to Palestine. The Danish delegate, who was subsequently appointed Rapporteur, in the course of his general review of mandates questions, reminded the Committee that in September, 1937 the Council had agreed to the Mandatory Power's taking such steps as the study of a solution involving partition might entail, and had deferred consideration of the substance of the question until it was in a position to deal with it as a whole. At the last session of the Permanent Mandates Commission, in June, 1938, the Mandatory Power had said that partition was still the solution which it considered the most hopeful, and that the technical Commission sent to Palestine has been instructed to pursue the study of the matter. The Mandates Commission has expressed the earnest hope that the existing state of uncertainty would be ended as soon as possible. On September 17th the United Kingdom representative had informed the Council that the mandatory government still thought partition the best solution in principle, and that it would do everything in its power to expedite the decision regarding the future status of Palestine. He had added that the authorities were concentrating all their energies on the suppression of disorder but that it did not appear that the task would be accomplished quickly.

82. The Danish representative went on to recapitulate many of the observations of the Mandates Commission, and the views expressed in the Council by the representatives of Poland and Roumania regarding the present restrictions on immigration into Palestine: the representative of the Mandates Commission had explained that it seemed to the Commission that the obstacles to the application of the principle of economic absorptive capacity, approved by the Council, still existed. The situation appeared to be stationary, and a solution was most urgently to be desired. Everyone knew the difficulties with which the Mandatory Power was faced, and hoped that that Power, in which all felt the fullest confidence, might soon find an equitable solution.

83. The delegate of Iraq set out the arguments against partition, and appealed for an attempt to establish an independent sovereign state, in which all legitimate interests should be safeguarded—a solution already agreed to by moderate Jews and Arabs of good will. The rights of the Arabs would be maintained, a centre provided in Palestine in which all Jews could take an interest and a pride, and self-government for the joint community secured. Partition was demanded only by the extremists of one party and partition imposed by force would be no solution.

84. The Roumanian delegate expressed once again the interest taken by his Government in the question of Jewish immigration into Palestine.

85. The United Kingdom delegate (Mr. R. A. Butler) said that he would inform his Government of the opinions expressed but that he did not feel that detailed discussion at the present moment would be advantageous, because the future of Palestine was still *sub judice*. The Committee would understand that the very diversity of the views which were held increased the difficulty of the Mandatory Power. Its task was to find a solution which would be regarded as equitable by all who were legitimately concerned. His Government were awaiting the report of the Woodhead commission, and it was impossible to foreshadow what their decision would be until they had received that report.

[Appendix VI (3).]

SITUATION IN SPAIN.

86. The general trend of the Sixth Committee's discussion on the situation in Spain was towards shifting the onus of taking any decision on to the Council. The communication from the Spanish Government regarding their proposal to withdraw all foreign combatants from their side has been referred to in the earlier pages of this report. It fell to the Sixth Committee to consider the request of the Spanish Government for the appointment by the Council of a League Commission to verify the withdrawal. The Spanish delegate offered the Committee an explanation of his Government's action, and of the spirit in which it was taken. He referred to their immediate and unconditional acceptance of the scheme drawn up by the Non-Intervention Committee for the withdrawal of foreign combatants: but he went on to explain that they would be quite unable to accept any proposal to refer their present request to that Committee, whose endeavours were obviously meeting almost insurmountable obstacles.

87. The Spanish proposal was warmly supported by the delegates of Colombia, France, Mexico and the Union of Soviet Socialist Republics. The United Kingdom delegate was prepared to support it if he was assured that its acceptance would not prejudice the subsequent acceptance by the Spanish Government of a Commission of the Non-Intervention Committee in accordance with the plan to which it had already agreed. This assurance was given by the Spanish delegate. Opposition to the Spanish proposal was expressed on various grounds by the representatives of Albania (who took the opportunity of refuting

the allegations that he was in any way a mouthpiece of Italy), Hungary, Poland and Portugal. It became clear that a resolution requesting the Council to appoint a Commission to verify the withdrawal would be defeated in the Assembly. The Chairman therefore submitted a resolution, which was unanimously adopted by the Committee and subsequently by the Assembly, expressing the hope that the Council would place the Spanish proposal on its agenda and would consider it in the light of the discussions which had taken place in the Sixth Committee.

88. The Norwegian delegate reminded the Committee that the general question of the situation in Spain was also on its agenda. He referred to the long debate which had taken place in 1937, as a result of which a resolution in eight paragraphs had been drawn up but defeated in the Assembly. The first seven paragraphs had referred to the policy of the Non-Intervention Committee: the eighth had urged the Council, in view of Article 11 of the Covenant, to seize any opportunity of seeking a basis for a pacific solution of the conflict. This last had been the embodiment of a suggestion made by the Norwegian delegate in plenary Assembly. He hoped that unanimity might now be obtained, and again proposed the paragraph for the Committee's approval. The United Kingdom delegate regretted having to raise technical points, but he observed that the Covenant had not been drawn up with an eye to civil war. The fact that one of the Governments between whom conciliation was desired was not generally recognised added to the difficulty. He urged the Norwegian delegate not to press his proposal. After some further discussion, the Norwegian delegate said that the object of his proposal seemed to have been achieved by that discussion. He desired to withdraw it on the understanding that the minutes of the discussion would also be communicated to the Council. The Committee accordingly adopted a resolution drawing the Council's attention to the discussion of his proposal. The resolution was subsequently adopted by the Assembly.

[Appendix VI (4).]

SEVENTH COMMITTEE.

89. In accordance with a recommendation of the Committee set up by the Council to consider the structure and functions of the Economic and Financial Organisation, the Assembly decided this year to set up a Seventh Committee mainly with the object of enabling the Second Committee to devote its whole time to economic, financial and transit questions. On the Seventh Committee's Agenda were questions of Health, Opium, Intellectual

Co-operation, the International Relief, Union, Modern Means of Spreading Information in the Cause of Peace, and the Means of Spreading Information regarding the League at the Secretariat's disposal: the questions of Housing, Nutrition and the European Conference on Rural Life were referred to the Seventh and Second Committees jointly.

HOUSING AND NUTRITION.

90. The Second and Seventh Committees in joint session discussed the topics of nutrition and housing together. Sir Sultan Ahmed, in a speech which was heard with interest, drew a comprehensive picture of the work which is being done in India in connexion with nutrition.

The question had been elaborately considered by the Royal Commission on Agriculture presided over by the Marquess of Linlithgow a few years ago, and nutrition in the East was examined in detail by the first Inter-Governmental Conference held under the auspices of the League in 1937 at Java. The Conference emphasised the great severity of the problem of nutrition in the East. Most of the general recommendations of the Conference had been anticipated by the Government of India. The two main recommendations were the establishment in each country of (a) a National Nutrition Committee, and (b) a Central Nutrition and Research Institute.

Such recommendations were unnecessary for India because the Nutrition Advisory Committee of the Indian Research Fund Association, established some time before, was to all intents and purposes a National Nutrition Committee, and the well-staffed nutrition laboratories at Coonoor, which were financed by the Indian Research Fund Association and had been in existence for many years, constituted a central institute for nutritional studies.

The Health Organisation Technical Commission on Nutrition had undertaken, at the request of the Assembly, to devote a large part of its attention from 1938 onwards to the problem in Eastern countries. To assist in the programme of work, the Health Committee had proposed that the Nutrition Research Laboratory at Coonoor should act as a co-ordinating liaison centre for Eastern countries, and it was understood that the suggestion had been taken up direct with the Indian Research Fund Association.

The Health Committee at its Twenty-Seventh Session also recommended that the Technical Commission should be increased by the addition of two new members representing the East, Dr. Aykroyd, Director of the Nutrition Research Laboratory, Coonoor, and Professor Van Veen of the Netherlands Indies.

In accordance with a recommendation by the Assembly of 1935, the Government of India had called for information on measures taken by local governments to obtain improved nutrition. The replies had been collated by Dr. Aykroyd and forwarded to the League.

At the research laboratory at Coonoor, under Dr. Aykroyd, data had been collected on deficiency diseases, vitamin standards and analyses of foodstuffs. Other aspects of the problem were being tackled in co-ordination with the Coonoor laboratory by Dr. Wilson of Calcutta. Such work was of the highest importance not only for India but for Eastern countries as a whole. It included research into the nutritional state of peoples and into available foodstuffs, and practical application of the results; experiments on the value of milk as a supplement to diets; special *training classes for Provincial workers at Coonoor*; co-ordination of agricultural research and the requirements of human nutrition (a liaison officer had already been appointed in India as a result of Sir John Russell's recent Report); and the issue of health bulletins and propaganda in other forms.

The problem was essentially one which each country must solve for itself; but the opportunities afforded by Geneva of comparing results and achievements in the different countries were an inestimable advantage which he hoped would be exploited to the full.

91. The Rapporteur, the delegate of Australia, suggested that the annual meetings of representatives of National Nutrition Committees contemplated in the resolution passed by the Assembly in October 1937 might occasionally be confined to regional groups of countries where similar conditions prevailed, and further, that representatives of countries where Committees had been set up which, while not strictly National Nutrition Committees, yet carried on very similar work, might also be invited to these meetings. The Second and Seventh Committees endorsed these suggestions, which were accordingly embodied in a resolution empowering the Council to act along these lines.

[Appendix VII (1).]

HEALTH QUESTIONS.

92. In the discussion on the Health Organisation the French delegation, as in the Fifth Committee with reference to Social Questions, laid stress on the correlation of studies on the several

aspects of the complex subject of health and on the utility of collaboration between the Health Organisation, the International Labour Office, the International Institute of Agriculture, and the Institute for Intellectual Co-operation. Such collaboration was not an illegitimate extension of the work of the Health Organisation but was necessary and inevitable. The French delegate went on to express the wish that the work of the Health Organisation should receive greater publicity, for the general public, indeed even medical institutions, knew all too little of it. He accordingly proposed the publication of a short technical bulletin, to appear at sufficiently frequent intervals, dealing with that work. This proposal was supported by the delegate of the United Kingdom, on the understanding that it would not entail any increase in the League's Budget.

93. Sir Sultan Ahmed also lent his warm support to the French delegate's proposal for the issue of a bulletin and suggested that all States members might be asked to re-issue it in their countries. He then referred to the Far Eastern Conference on Rural Hygiene held in Java in 1937. The resolutions of the Conference fell under five heads, viz: (1) Health services; (2) Rural reconstruction; (3) Sanitary engineering; (4) Nutrition; and (5) Measures for combating certain diseases in rural areas.

In many directions the Conference had recommended lines of action which were already followed in India. He proceeded to describe the policies and action taken in India in relation to these recommendations. In the first place decentralisation had long been an acknowledged principle in India. Co-ordination had now been secured by the inauguration in June, 1937 of the Central Advisory Board of Health. The board had already passed resolutions, one referring to the desirability of the spirit of preventive and social medicine permeating more and more the whole programme of medical studies, another advising Provincial Governments to allot funds to Municipal and District Boards for the development of public health organisations, and suggesting that allotment should be made on the basis of percentage grants-in-aid in order to encourage local expenditure and at the same time to secure powers of supervision to Provincial Governments.

He then shewed to what extent security and adequate emoluments for health officers, whose importance had been emphasised by the Java Conference, were attained in India.

Experiments in intensive rural health work had been in progress for the past few years in various provinces. They owed a debt of gratitude to the Rockefeller Foundation for its financial support. He illustrated these experiments by the instance of

the Health unit at Poonamallee near Madras and described the preliminary housing survey undertaken, surveys on malaria and hookworm, maternity and child welfare work, attention to public water supplies, inspection of school children, and so forth. Special attention was also devoted to hygienic instruction by means of home visits, lectures in schools, cinema shows, radio talks and exhibitions. The campaign for rural improvement was now a feature of public health activity in most provinces and the attempt to win the active support of the villagers had met with appreciable success. During the past three years the Government of India had sanctioned two grants of 92½ lakhs and 103 lakhs of rupees to help Provincial Governments in the financing of rural development schemes. A large part of the money had been devoted to water supplies, anti-malarial operations, broadcasting, and provision of playing fields and recreation grounds. The provision of rural water supplies had been receiving the attention of Provincial Governments but the problem was so vast that little more than the fringe of it had so far been touched. He described in some detail measures taken in India to deal with malaria, plague, tuberculosis and leprosy. With regard to Malaria he referred to the allotment by the Indian Research Fund Association of the bulk of a grant of 10 lakhs given in 1936-37 by the Government of India for experimental schemes in Madras Presidency, United Provinces and Bengal. A comprehensive programme of anti-malarial measures in and around Delhi during the past two years had also great educational value for engineers and administrators. The Association had for many years maintained the Malaria Survey of India whose staff were engaged in research but were also regularly consulted by public authorities. It also published a journal entitled "Records of the Malaria Institute in India", whose high standard was acknowledged. A survey had recently been carried out by an experienced officer of the possibilities of extending the cultivation of the cinchona plant. The quantity of quinine at present produced in India was only a small fraction of the amount required. He mentioned also a resolution of the Indian Medical Research Workers Conference in December 1937 emphasising the great importance of the construction of rat-proof dwellings as an anti-plague measure in rural areas, the appeal recently launched by the Marchioness of Linlithgow for funds for a campaign against tuberculosis, and the campaign being carried on under the auspices of governmental and voluntary organisations against leprosy. Of the latter the Indian Council of the Empire Leprosy Relief Association and the Mission to Lepers were the most important. Numerous leprosy clinics were at work and a few large leper hospitals also existed. The Indian Council of the British Empire Leprosy Relief Association was assisted by the Indian Research Fund Association, the Calcutta School of Tropical Medicine and the All-India Institute of Hygiene and Public Health.

The Government of India attached the greatest importance to health questions. Indeed, no Government worth the name could overlook the necessity of taking every possible step to improve the health and welfare of one-fifth of the population of the whole world. He trusted the Committee would appreciate that great progress had been made in the theoretical study of health questions and, what was more, that practical effect had been given to all decisions arrived at after mature consideration to improve the health of the vast population in India by all possible means, in rural as well as urban areas.

In so saying, he was under no delusion. An advance had been made; but it was only a beginning. The problem was so vast. But given goodwill and co-operation on the part of all concerned, the expectations aroused by initial success might, he hoped, in time be fully justified.

[Appendix VII (2).]

OPIMUM AND OTHER DANGEROUS DRUGS.

94. The discussion on opium was concerned mainly with three points, as in 1937: the application of the existing drug conventions, the serious situation in the Far East, and the preparatory work for a conference to consider the limitation and control of the cultivation of the opium poppy and the production of raw opium. The Committee felt that the existing international legislation, whose application continued to be extended, gave grounds for great satisfaction. The Rapporteur, Miss Ward (United Kingdom), observed that it had been in many respects of a pioneering character: it was the first attempt on a world-wide scale to control an industry from the point at which the raw material reached the factory to the point at which the finished product reached the legitimate consumer. Stocks and production, however, though approximating more and more to legitimate requirements, were still very greatly in excess of those requirements.

95. The Committee paid a tribute to the preparatory work for the conference on the limitation of the cultivation of the opium poppy which had already been done. Miss Ward emphasised the point that if production were to be limited to the world's legitimate requirements the producing countries would be called upon to make sacrifices, and she supported strongly the suggestion of the Advisory Committee that those countries should send representatives to meet at Geneva in an attempt to agree upon an equitable distribution of quotas of production. The position

of consuming countries was easier, but they would also be obliged to accept restrictions in respect of the markets in which they should buy their supplies.

96. The question of the manufacture of morphine from poppy straw was raised by the Hungarian and Polish delegates, who expressed the hope that it would not be prohibited. The Polish delegate observed that poppy straw was harmless in itself, and that it had the advantage of being a bulky raw material whose handling it was not easy to conceal. She was of the opinion that the control over the raw material exercised by existing international legislation was sufficient.

97. The Chinese delegate said that his Government held strongly to the view that the object of the proposed convention should be to abolish all non-medical use of opium. He drew a distinction between non-medical use and legitimate use as the terms are at present understood, and remarked that the complete suppression of the use of prepared opium, at which the signatories of the Hague Convention of 1912 had undertaken to aim, had not yet been achieved and should no longer be made contingent on the suppression of illicit traffic.

98. In the discussion on the situation in the Far East, the Chinese delegate vigorously defended the policy and asserted the achievements of the Chinese Government. He agreed that the situation showed a most marked deterioration: but this deterioration was confined to the areas under the control of the Japanese forces. Japan alone was responsible for the present deplorable state of the drug traffic there, which was a menace not only to China but to the whole world: and he deprecated the tendency which he observed to say very little of that situation and to evade the duty of asserting clearly where lay the responsibility.

99. The Canadian delegate was equally vehement in his support. It was perhaps true that so far as her metropolitan territory was concerned Japan was no danger to the rest of the world: but from the areas on the mainland under Japanese control large consignments had been shipped to the United States of America, and Canada too had felt the invasion. He ventured to propose a resolution for the consideration of the Committee.

100. The tone of these speeches was such as to promise a resolution condemning Japan in the strongest terms. But the resolution which was in the event circulated by the Canadian delegate merely referred to the worsening of the situation in the Far East particularly in those areas of China under Japanese control, and approved the action taken by the Council in pursuance of the resolutions recently adopted by the Advisory Committee. The Committee adopted this resolution.

[Appendix VII (4).]

MODERN MEANS OF SPREADING INFORMATION UTILISED IN THE
CAUSE OF PEACE, AND MEANS OF SPREADING INFORMATION AT
THE SECRETARIAT'S DISPOSAL.

101. The delegate of Denmark speaking on the means of spreading information at the Secretariat's disposal said that his country had since 1936 persistently argued in favour of greater publicity for the League. The League building itself was an example of what could be done by international co-operation. Various reports showed that the spirit of impartial international co-operation still prevailed in Geneva. But he regretted that so many possibilities and suggestions had not yet been taken up.

102. The Australian delegate felt very strongly that the League had failed to give due attention to the need for publicity. He quoted the Epidemiological Service's Bureau at Singapore and the three Health Commissions in China as examples of activities of the League which had a great potential dramatic appeal but of which the world at large knew hardly anything.

103. Support for these views was expressed by the delegates of Colombia, Sweden, and the United Kingdom. The British delegate in his speech mentioned that he had heard that visitors found it much more difficult now, in spite of the splendid new buildings, to attend meetings. If that were so, it was most unfortunate. Everything should be done to make visitors who had often come from great distances, feel that they were welcome. The Chairman expressed his entire agreement, and asked the Secretariat to look into the matter.

104. These questions were dealt with in detail by a sub-committee set up by the Seventh Committee for the purpose. The sub-committee's report on the means of spreading information at the Secretariat's disposal recommended a grant of 7,500 francs in connection with the League's use of the cinema, but for the rest it contains a list of proposals of which they felt obliged to recommend postponement.

105. One of the questions regarding the spreading of information in the cause of peace arose out of the Conference held at Geneva from September 10 to 12th, at which India had been represented by Sir Nripendra Sircar, when a Procès-Verbal was adopted, establishing the International Committee on Intellectual Co-operation as the body to which films should be submitted under the Convention of 1933 for Facilitating the International Circulation of Films of an Educational Character, in view of the closing of the International Educational Cinematographic Institute at Rome in December 1937. The sub-committee recommended that the International Committee on Intellectual Co-operation should be authorised to assume this function.

The Seventh Committee adopted its sub-committee's reports and submitted them to the Assembly.

106. A film entitled "The Fight for Life", portraying certain aspects of the work of the Health Organisation was shown to the Committee, which expressed its appreciation and emphasised the need for securing that such films reached a larger public.

[Appendix VII (5) and (6).]

(Signed) N. N. SIRCAR.

SULTAN AHMED.

SHANMUKHAM CHETTY.

W. D. CROFT.

W. D. TOMKINS, *Secretary*,

December, 1938.

APPENDIX.

(The Resolutions proposed by the Committee are marked by a line in the margin, and were adopted in that form, unless otherwise stated.)

I.—FIRST COMMITTEE.

- (1) Proposal by the United Kingdom Government to amend Rule 1, Paragraph 1, of the Rules of Procedure of the Assembly.

The proposal of the United Kingdom Government to fix the opening of the ordinary annual session of the Assembly at a later date than results from the existing rule has proved to be acceptable to some delegations, whereas others declared that it would be inconvenient for their Governments.

The First Committee accordingly invited the delegations to express their views in writing (an invitation which produced thirteen replies), and appointed a Sub-Committee to seek a solution which could be generally accepted. The Sub-Committee proposed a compromise—namely, that the Assembly's session should open on the Monday which falls between September 10th and 16th inclusive.

This compromise was approved by the First Committee, which submits to the Assembly the following draft resolution:

DRAFT RESOLUTION.

"The Assembly decides that Rule 1, paragraph 1, of the Rules of Procedure of the Assembly shall be amended so as to read as follows:

"The Assembly shall meet in general session every year at the seat of the League of Nations, commencing on the Monday which falls in the period September 10th to September 16th inclusive'".

[Adopted 29th September 1938.]

- (2) Unification of Private Law: Work of the International Institute for the unification of private law.

This is the third time that the First Committee has been called upon to examine the work of the International Institute for the Unification of Private Law. The Institute's method of work is well-known. The Governing Body of the Institute selects those subjects which, from a practical standpoint, appear best adapted to international unification; or, again, the organs of the League of Nations may, if they think fit, suggest to the Institute subjects for study with a view to unification in certain branches of private law.

Taking as a basis its programme of work, the Institute prepares reports on comparative law and sets up international committees of experts. These committees draw up preliminary drafts of uniform laws. If these are approved by the Governing Body of the Institute, they

are communicated to the Council of the League of Nations so that the latter may consult the Governments, and, if favourably received, they can then be put before a diplomatic conference.

In addition, at the request of organs of the League or other competent international institutions, the Institute carries out studies of comparative law and advises on questions submitted to it.

The only activities of the Institute mentioned in the present report are those which appear to offer the greatest interest to the Assembly.

First of all, we should express our gratitude to the Institute for having undertaken, at the suggestion of the Assembly on the proposal of the First Committee, the study of the legal status of women.

Again, the Committee set up by the League for the study of international loan contracts had asked the Institute to draw up a report on the representation of international bondholders. This report was examined in detail by the Committee during its third session, held at Geneva in December 1937. Meanwhile, the Institute is continuing its preparatory work in connection with another study entrusted to it by the same Committee—namely, the drafting of a code of uniform rules for international loans.

From its very beginning, the Institute has taken in hand the arduous task of preparing a draft uniform law on international commercial sales. However ambitious it may seem, if this draft law were signed and ratified by the States, it would be of enormous assistance to international commercial relations. This draft, which has already been put before Governments for their preliminary consideration, has now been revised in the light of their observations and suggestions. This revised text will be submitted to the Governments, and a diplomatic conference will doubtless be summoned when opportunity occurs.

The Institute has always endeavoured to contribute to the solution of problems as they arise in everyday life. In such cases, it obtains the assistance of experts in daily contact with such problems.

To take an instance: the Institute's Committee of Experts, which prepared a preliminary draft uniform law on civil liability of motorists and preliminary draft uniform regulations on compulsory insurance of motorists, includes delegates from organisations representing the groups most immediately concerned, such as the International Association of Recognised Automobile Clubs and the International Touring Association. The Committee for Communications and Transit is represented on this Committee by two delegates. Furthermore, the Institute is in touch with the Motorists' Insurance Committee of the International Chamber of Commerce, which has examined the preliminary drafts and defined its attitude with regard to them. By the terms of the two drafts, States retain the right to restrict the application of the provisions to international travel, and, since questions of civil liability and insurance arising out of the latter require prompt settlement, it is to be hoped that a solution will be found with the least possible delay.

As was explained in last year's report of the First Committee of the Assembly, the Committee for Communications and Transit has had the two preliminary drafts put before it by the Institute. The Committee decided to appoint a Special Committee of Legal, Road, Traffic and Insurance Experts to study these preliminary drafts.

There is another question of great social and political importance to which the First Committee has already called the Assembly's attention in its report of last year—namely, the question of the execution of maintenance obligations. This question was referred to the Institute by the Committee of Experts set up by the Council to study the problem of assistance to indigent foreigners. The preparatory studies have been carried sufficiently far to enable the Institute, in co-operation with the Committee of Experts, to draw up a draft international convention. It is noticeable that lawyers from the United States of America are taking part in the work of the Committee of Experts.

The Institute's work in the field of intellectual rights requires rather fuller consideration.

In connection with the Conference for the revision of the Berne Convention, to be held at Brussels in 1939, the Belgian Government will summon another diplomatic conference for the purpose of drawing up a universal Convention for the protection of authors' rights. The preparatory work is already well advanced. The Belgian Government has just published, in collaboration with the International Institute of Intellectual Co-operation, the first part of the preliminary document comprising all the preparatory work, and, in particular, the Brazilian Government's proposals and the two preliminary drafts of a universal Convention for the protection of authors' rights, one drawn up by the Montevideo Inter-American Commission on Authors' Rights, and the other by the Committee of Experts convened by the Rome and Paris Institutes. In May last, the Belgian Government communicated this official memorandum for information to all countries, whether parties or not to one of the Conventions at present in force.

There is no need to emphasise the great importance of this question.

The Berne Convention for the Protection of Literary and Artistic Works, which has been amended and supplemented on several occasions, was binding on January 1st, 1938, upon 44 countries, covering the whole of Europe (except Russia and Turkey); the whole of Africa (except Egypt and Liberia); in Asia: British India, the Netherlands Indies, Japan and Siam; in Oceania: Australia and New Zealand; in America: Brazil, Canada and Haiti—in all, approximately one milliard persons.

In America, two multilateral Conventions have been concluded—namely, the Montevideo Convention of 1889, which is binding on the Argentine, Bolivia, Paraguay, Peru and Uruguay, and the so-called Pan-American Convention drawn up in Mexico in 1902 and revised at Rio de Janeiro in 1906, at Buenos Aires in 1910 and at Havana in 1928. The Buenos Aires Convention has been ratified by the following countries: the United States of North America, Brazil, Colombia, Costa Rica, the Dominican Republic, Ecuador, Guatemala, Haiti, Honduras, Nicaragua, Panama, Paraguay, Peru and Uruguay. Up to the present, the Havana Convention has been ratified by only five countries: Costa Rica, Ecuador, Guatemala, Nicaragua and Panama.

During the fifty years it has been in existence, the Convention of the Berne Union for the Protection of Literary and Artistic Works, which was framed and completed after lengthy international discussions, has stood the test of time. For long it was hoped that this Convention would be extended to all countries. The recent movement for the conclusion of a new universal Convention is, however, justified by the fact that the accession to the old Convention of the United States, which a few years ago appeared to be likely, now seems improbable.

The proposals made in this connection fall into three classes.

The one which goes farthest emanates from the Brazilian Government. It proposes the conclusion of an international convention to replace all the international conventions at present in force. It contains the most extensive and modern principles of national and international protection of authors' rights.

The Committee of Experts set up by the International Institute for the Unification of Private Law and the International Institute of Intellectual Co-operation, contemplates a solution whereby the existing international conventions would be left in force and a third convention would be concluded reconciling the essential principles of international protection on which agreement seems possible. This system corresponds to some extent to the preliminary draft Convention prepared by the Commission set up by the Montevideo Conference of 1933.

As shown above, the Belgian Government has submitted to the Governments an official memorandum containing these proposals and preliminary drafts.

A third method has just been proposed by the Berne International Bureau for the Protection of Literary and Artistic Works. It is based on the need for ensuring, first and foremost, effective protection in relations with certain American countries. What is wanted to-day is that copyright for works published abroad shall be protected in those American countries in which the present situation in that respect is unsatisfactory. To remedy this, the Berne Bureau proposes an international convention to serve as a link between the two groups of conventions, so that the members of one of these groups can have, in the countries of the other group, the protection accorded to native authors of those countries. It would, in fact, be a convention purely for linking up the two systems.

At its eighth meeting, in June 1938, the Committee of representatives of institutions concerned with intellectual rights recommended that the Committee of Experts set up by the two Institutes of Rome and Paris should examine the draft of the Berne Bureau at its next session. In view of the number and diversity of the national interests to be reconciled and the need for respecting certain national exigencies, the Committee also expressed the hope that the possibility would be examined of authorising the countries acceding to the new convention to make certain reservations, which would increase the prospects of success of the drafts under consideration.

Lastly, the Institutes of Rome and Paris have acted upon the recommendation made by the First Committee last year for the resumption of studies and enquiries with a view to establishing a model publisher's contract for all forms of reproduction and circulation of intellectual works.

The activities of the Institute for the Unification of Private Law call for no action on the part of the Assembly, but attention should be drawn to the important work it has accomplished in the course of the past year.

Accordingly, the First Committee submits to the Assembly the following draft resolution:

DRAFT RESOLUTION.

"The Assembly takes note of the report of the First Committee on the work of the International Institute for the Unification of Private Law, and congratulates the Institute on the remarkable work it has accomplished."

[Adopted 26th September, 1938.]

II.—SECOND COMMITTEE.

(1) Economic and Financial Questions.

The Second Committee had before it an unusually rich documentation for the consideration of the economic and financial questions inscribed on the agenda. Its discussions were greatly assisted by the report of the Co-ordination Committee appointed by the Council on the recommendation of the Committee to Study the Structure and Functions of the Economic and Financial Organisation. In addition, it had before it the reports of its technical Committees, including a special report of the Financial Committee reviewing the general situation and observations on the same subject by the Economic Committee. Moreover, the Secretary-General annexed to his report on the work of the League a very illuminating note on the present economic situation.

The discussions in the Committee fell into four major groups:

- I. General questions relating to international economic collaboration and the present world economic situation;
- II. Demographic and migration questions;
- III. Social-economic questions;
- IV. The report of the Committee to consider the Structure and Functions of the Economic and Financial Organisation.

I. GENERAL.

The reports before the Second Committee on exchange control and raw materials tend to show that, in the present state of political tension and economic instability, it is not possible to take any joint action in these matters along the lines contemplated in the resolutions of the last Assembly. With regard to exchange control, the report submitted by a Committee composed of members of the Economic and the Financial Committees reached the conclusion that all that could be done at the present time was "to attempt to alleviate the situation of those countries which have been forced to maintain a system of exchange control, but which are anxious to find a means of restoring their relationship with the free currency countries and the system of international trade". In the present political circumstances, the Second Committee can only accept the view of the technical Committees, endorsed by the Co-ordination Committee, that concerted international action could not be fruitfully undertaken with regard either to exchange control or to raw materials at the present time.

At the same time, however, the Second Committee insists that sight should not be lost of the object of restoring a greater degree of freedom in international exchanges of all sorts. As the Secretary-General points out in his report on the economic situation, at the present time, when enormous armaments expenditures in all parts of the world are directing production along non-economic lines, it is urgently and vitally necessary that no means should be left untried to prevent as far as possible a lowering of the level of human welfare. Countries which have been forced against their will to adopt such systems as that of exchange control can, in many cases, take independent action to this end, particularly in cases where the circumstances leading to the introduction of such measures have largely disappeared. As a matter of fact, the report before us showed that, up to the beginning of the recent business recession, a surprising amount of relaxation had been

accomplished by various countries acting independently. The report put forward a number of highly interesting suggestions regarding the means by which a gradual transition might be effected from a system of exchange control to one of free exchanges, which we consider worthy of the consideration of Governments.

Under present conditions, bilateral negotiations are perhaps the most promising method that can be used to realise the objects set out in the resolutions of recent Assemblies.

Bilateral agreements, if they are to achieve the ends we seek, must have as their object and result an increase in the trade of the States entering upon them. Some of the commercial treaties concluded in recent years have clearly demonstrated that they can effect an expansion of international economic relations. If the States which co-operate in the work of the Economic and Financial Organisation are willing to pursue their commercial policy with this in mind, the benefits to them all would be considerable. The Economic Committee points out, in its most recent report, that the States which co-operate in the work of the Economic and Financial Organisation accounted in 1937 for over 86 per cent. of world trade. It would be profoundly regrettable if the countries constituting the major portion of the world were to fail to do everything they can to promote trade *inter se* simply because a minor portion may not be prepared to co-operate.

We wish to emphasise another condition which must be fulfilled if reciprocal trade agreements are to lead to the results sought. It is desirable that these agreements should be based on the principle of most-favoured-nation treatment and framed in a spirit of non-discrimination. They should not give rise to special privileges or discrimination incompatible with Article 23 of the Covenant under which the members of the League undertake to secure "equitable treatment for the commerce" of all Member States.

In the discussion of trade policy in the Second Committee, the Chairman of the Co-ordination Committee and the representatives of several delegations paid sincere tributes to the efforts of the American Secretary of State, Mr. Cordell Hull, to revive international trade through reciprocal trade agreements. Mr. Hull has applied such untiring good-will and realism to this task that already his work appears as one of the most powerful forces on the side of economic sanity in the world to-day. The real significance of his contribution can best be summarised in his own words:

"While pursuing our trade policy with vigour and confidence, we are contributing our fair share of leadership in a movement which may have a decisive influence upon the whole future course of civilisation—a movement away from the gathering fury of international strife and toward general appeasement, which is indispensable to the well-being and progress of all nations."

The hope was expressed by several delegations that the Anglo-American trade agreement, the conclusion of which is anxiously awaited, would give a new stimulus to the efforts to improve international economic relations.

The Committee is of the opinion that even though collective action cannot be usefully undertaken for the time being, this does not decrease the importance of the task which the Economic and Financial Organisation of the League has to perform in the field of international commercial relations.

In the first place, the Organisation provides, in its periodic analyses of economic phenomena, an objective account of world trends in production and trade which can be of great value to Governments in framing their commercial policies.

In the second place, the Organisation provides, through its technical Committee as well as through its annual Assembly, frequent opportunities for informal discussions among those actually responsible for the administration of commercial policy.

The third task of the Organisation in this special field of trade relationship is perhaps even more significant and less generally recognised. It is no less a task than that of consolidating the basis of law and custom on which international trade is conducted. This basis of law and custom is hardly less important than trade policy itself. The Economic Committee has done a great deal in past years to this end by drafting Conventions on such matters as bills of exchange and commercial arbitration. In its most recent report, it informs the Council that it proposes to review the questions which it has already studied, classify them systematically and submit them as a body of rules applicable to certain branches of international trade relations, such as sanitary regulations, commercial propaganda and Customs clearance, which might be used by Governments in negotiating commercial agreements.

Seen in their true perspective, the importance of these subjects becomes apparent; the examination of them constitutes an indispensable step in the consolidation of a legislative basis for commercial relations between nations. The Second Committee therefore hopes that the Economic Committee will actively pursue the elaboration of rules relating to the non-tariff provisions of commercial treaties, Customs regulations and allied subjects.

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In the discussion of general economic questions, the Committee had before it a number of highly interesting documents showing the seriousness of the recent deterioration in economic conditions, a deterioration which is one of the factors rendering more difficult collective action in the commercial field. The Committee felt that it was of the utmost importance that countries should refrain as far as possible from measures which might temporarily alleviate the domestic situation, but at the expense of other countries. Such measures are apt to lead to retaliation and, as experience has shown, to increasing difficulties all round. In the first years of the last depression, most States sought to protect their own markets by raising tariffs, imposing import quotas and using other protective measures. These measures resulted in further damage to international trade and, as the Secretary-General points out, the world is still suffering from the contraction of markets which seems to have been one of the permanent results of the measures of this type taken in the last depression. It is, we feel, incumbent on us to urge Governments to give the most careful consideration to the effects on other countries of the recovery measures under consideration at the present time.

In particular, it is important that all Governments should refrain at the present time from any measures which are likely to depress still further the prices of raw materials and foodstuffs on world markets, which are already unduly low. As the Financial Committee points out in its recent report, "a reasonable degree of stability in these prices is of the greatest importance to countries whose exports mainly take

that form, as their economy cannot function normally in the presence of violent changes in values of the exports on which they principally rely for their supplies of foreign currencies”.

It emerged from the discussion that many countries would prefer to-day to adopt policies designed to increase purchasing power when depressions occurred rather than to impose restrictive measures, were it not for the adverse effects on their balances of payments. This raises the very important question of the international co-ordination of national anti-depression policies. If, in a spirit of mutual helpfulness, the majority of nations apply them simultaneously during an international recession, the risk of monetary disturbances would be much smaller than it proved to be in the last depression, whereas the chances of causing a real improvement in employment and production would be greater. The view was expressed during the discussion that it might be useful if some permanent machinery existed for the exchange of information and the co-ordination of policies and we hope that the Delegation for the Study of Means for the Prevention and Mitigation of Economic Depressions will give its serious attention to this question. Meanwhile, we consider it important that the Secretariat should be in a position to maintain constant contact with Governments so that the permanent staff is continuously informed of the state of economic conditions and Governmental policy with respect thereto.

An interesting discussion took place in the Second Committee on the problem before the Delegation on Economic Depressions. If any contribution, however small, can be made to smoothing out the trade cycle, the world will have every reason to be grateful to the League. Success in this respect can be expected only if several conditions are fulfilled. In the first place, the facts must be made known rapidly; in this connection, the studies made by the Economic Intelligence Service to whose objectivity and completeness several delegations paid a tribute, are of real value. In the second place, it is necessary to know more about the nature of the forces influencing the mechanism and functioning of the economic system. The work of investigation into business cycles carried out in the Economic Intelligence Service through the generosity of the Rockefeller Foundation has already yielded important results and is being actively pursued. Thirdly, and most important, adequate anti-depression measures must be devised and harmonised.

In the course of the discussion, several suggestions for studies supplementary to that being pursued by the Delegation on Economic Depressions were put forward. It was suggested that it might be easier to assure credit conditions fostering stability and expansion in industry if there existed strong institutions able to provide medium-term industrial credits—or if ordinary commercial banks were enabled and willing to supply such credits; we propose that a special study should be made of this important subject. The Argentine delegation requested that a study should be made of the fundamental principles of monetary and credit policy which might be pursued in agricultural countries with a view to diminishing the influence of fluctuations in the balance of payments on the credit structure and the rate of exchange. This topic is one of great importance to all countries producing primary products, on whose extreme variability of price we have already commented, and we propose that a study along these lines should be undertaken by the Economic and Financial Organisation.

The connection between economic depressions and fiscal systems is also being studied by a Committee of experts. In the course of the discussion, the Mexican delegate proposed that the Economic and Financial Organisation should be requested to study and advise upon the principles on which should be based fiscal legislation dealing with the main categories of taxes, such as income-tax, land taxes, turnover taxes, etc.

The attention of the Committee was also directed once more to the important question of public indebtedness, on which a questionnaire has been distributed as a result of a resolution of the last Assembly. We hope that Governments and other public bodies will furnish the information requested by the Secretariat, thus enabling it to provide a picture of the public debt situation that would be very helpful in studies of economic and monetary fluctuations and policies.

Finally, the attention of the Committee was drawn to the dangers of deforestation and soil erosion in various parts of the world and the Committee decided to request the Economic and Financial Organisation to study this question in collaboration with the International Institute of Agriculture.

II. DEMOGRAPHIC AND MIGRATION QUESTIONS.

The Committee had before it a proposal that the Economic and Financial Organisation should complete the studies already undertaken in the field of the international movement of goods and capital by a study of population problems. The Economic Committee which, at the request of the last Assembly, considered this question, recommended that a Committee should be set up to study demographic questions in a practical way. The Second Committee came to the conclusion that such a study might lead to useful results, and we propose that a special *ad hoc* committee should be appointed by the Council to report on this problem.

The Second Committee had before it a report of the Conference of Experts on Technical and Financial Co-operation with regard to migration for settlement, convened by the International Labour Office. One of the resolutions of this Conference was a request to the Governing Body of the International Labour Office "to proceed with the consultations and other steps necessary for the establishment of a permanent international committee on migration for settlement, comprising representatives of all countries which declare themselves interested in the question and decide to join the committee, as well as experts on economic, financial and social questions". The Economic Committee in its latest report expressed the opinion that such a centre might be useful and might lead to practical results, if there is such a degree of organisation among the countries concerned as will enable them to co-operate fully in the manner contemplated. We have been informed that the International Labour Organisation has communicated with Governments enquiring whether they would be prepared to join such a committee, and we hope that the Governments' replies will be of a nature to permit the establishment of such a body.

III. PROBLEMS OF SOCIAL-ECONOMIC POLICY.

During the past few years, the Economic and Financial Organisation of the League has tended to concern itself less exclusively with

problems of international commercial relations in the strict sense and to devote increased attention to the study of national economic problems common to a large number of countries.

The Committee on the Structure and Functions of the Economic and Financial Organisation drew attention to this fact in its report where it pointed out that "the growing complexity of economic life and the development in the application of science to economic activity renders it increasingly important that there should be an international centre for the interchange of information and for the joint study of problems in the light of the evidence of progress in many countries".

The Organisation has adapted itself smoothly and without friction to this shift of emphasis. In his report on the work of the League in 1937-38, the Secretary-General points to the growing tendency in recent years for the Economic and Financial Organisation to select well-defined problems of immediate practical concern to several Governments; to make the results of careful study available to Governments; and to rely on this diffusion of knowledge as having "a sure if less spectacular effect in harmonising the policies of Governments than attempts to reach specific agreements by diplomatic conference, convention and protocol".

The topics which the Economic and Financial Organisation has dealt with are partly of a financial nature, and partly of a social-economic character. The work which is now being performed in connection with nutrition, housing, the European Conference on Rural Life, agricultural credits and the standard of living falls within the latter group. At the basis of the League's work in this field lies the fact that the application of science to agriculture and industry has greatly increased the world's productive capacity; while, at the same time, evidence continues to accumulate which shows that consumption falls short of minimum human requirements with consequent ill-health, inefficiency, premature death and social unrest. The bridging of the gap between what can be produced and consumed and what is being produced and consumed is the fundamental economic problem of our times and one to which the League is very rightly paying special attention.

We have reported jointly with the Seventh Committee on nutrition, housing and the European Conference on Rural Life and would add here only this observation, that through approaching these economic problems from the side of the individual and his requirements as well as from the side of the machinery of production and exchange, the Economic and Financial Organisation is making a valuable contribution to the solution of the economic problems common to all countries.

On agricultural credits, the second Committee had the advantage of hearing a statement from M. Tardy, the expert charged with the task of undertaking the study requested by the last Assembly. The enquiry so far conducted has been largely confined to countries of Central and South-Eastern Europe. The delegates of the Argentine and Uruguay requested that the enquiry should be extended to their countries. We are of opinion that useful results could be achieved through such an extension of the study and propose a resolution to this end.

In the last analysis, the whole of the economic and financial work of the League is useful and significant in so far as it results in a general improvement in the economic welfare of the ordinary citizen in the countries which take part in the work. This is the ultimate

goal of all our efforts, whether the approach is from the side of commercial relations, from the side of such highly technical subjects as monetary policy, business cycle policy and agricultural credits, or more directly, from the side of the consumer himself through such topics as nutrition and housing. This fact found its expression last year in the consideration given to the general problem of standards of living and in the Assembly resolution inviting the Economic and Financial Organisation to examine measures of a national or international character for raising the standard of living. The first results of this investigation were before the Committee in the form of an able and stimulating memorandum by Mr. Noel Hall. He comes to the conclusion that the realisation by the masses of the people of the standards of consumption laid down by modern science, far from being only a sentimental ideal, is, in fact, "the only practical and realistic policy for a world which is confronted by technological changes in production which disturb economic relations both inside and also between nations". He observes that the formulation of national policies for the purpose of increasing local consumption to raise standards of living will create conditions favourable to the removal of obstacles to international trade and to devising effective measures of international economic co-operation.

The Committee considered whether it would be desirable to appoint a special committee similar to that appointed in 1935 on nutrition. It felt that such a course might become appropriate at a later stage, but that it was desirable first to pursue the studies initiated last year and the further studies proposed this year and enumerated in the resolutions with which this report ends. At the same time, however, it suggests that the Economic Committee maintain for another year the small Sub-Committee it appointed last autumn in order that definite proposals might be submitted to the Assembly of 1939 regarding the future development of the work on this subject. The Second Committee is, moreover, certain that the Co-ordination Committee will keep constantly in mind the bearing of the whole of the economic and financial work of the League on the fundamental problem of the standard of living.

IV. REPORT OF THE COMMITTEE TO CONSIDER THE STRUCTURE AND FUNCTIONS OF THE ECONOMIC AND FINANCIAL ORGANISATION.

The Second Committee had before it the Report on the Structure and Functions of the Economic and Financial Organisation drawn up in pursuance of a resolution adopted by the Assembly in 1937.

In this report, a number of proposals which we believe are likely to prove extremely valuable are put forward. We do not think it necessary to summarise these proposals here. It is sufficient to recall that they contain three central ideas. The first is that, in view of the range of the work of the Economic and Financial Organisation, a Committee should be appointed to co-ordinate it and report on it to the Assembly. The second is that closer contact should be established between the technical Committees of the League and the Assembly. The third is that there should be closer contact between the Secretariat and national Governments, and particularly that the former should be able to respond readily to requests from Governments for technical advice on financial, agricultural and other questions.

While the Second Committee is in general agreement with these proposals and with the report as a whole and has passed a resolution to that effect, certain delegates drew attention to the care which will be required in working out in practice the exact functions of the Co-ordination Committee, which it was felt should be primarily those of co-ordination and reporting to the Assembly. The composition of the Co-ordination Committee is itself a guarantee that it will so conceive its functions, and that the authority and power of initiative of the existing standing Committees will be in no way affected.

The Second Committee has already felt the benefit of two of the said recommendations of the Committee on Structure and Functions. In the first place, it has found the report of the Co-ordination Committee a most valuable guide to its debates. Secondly, the Committee had the advantage of the assistance of M. Elbel representing the Economic and M. Bramsnaes representing the Financial Committees, who informed the Second Committee of the work of those Committees and made important contributions to the general discussion.

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The Second Committee has attempted in this report to demonstrate the singleness of purpose which lies behind the work of the Economic and Financial Organisation of the League. Whether the approach is from the side of international commercial relationships or from the side of the international study and co-ordination of national social and economic policies, the fundamental aim remains the same—to improve the lot of the ordinary man.

Whatever the immediate future may hold, the League of Nations is, by the influence of its work on the life of mankind, even today strengthening the fundamental basis of international co-operation.

V. RESOLUTIONS.

"I. The Assembly,

"Recognising that the political events of recent months and the recession in general economic activity which has involved a fall in the price of primary products render it difficult for the time being to pursue a concerted policy towards the relaxation of exchange control contemplated by the last Assembly;

"Viewing with concern the recession in economic activity from which almost all countries are suffering:

"(1) Urges all Governments when considering the measures to be adopted to stimulate economic activity, to ensure that the measures enforced will not create such disturbances in other countries as to intensify the general depression and thus defeat the very object for which they were introduced;

"(2) Urges Governments to take all possible steps to promote international trade by the relaxation of restrictive measures such as quotas and excessive tariffs and by the conclusion of bilateral commercial treaties based on the most-favoured-nation principle, and in general that of non-discriminatory treatment;

"(3) Urges those Governments which enforce a system of exchange control to take all appropriate measures towards its relaxation, and, in this connection, draws their special attention to the closing paragraphs of the document laid before the Assembly entitled 'Report on Exchange Control', and urges all countries, when concluding bilateral treaties with such Governments, to help them to the best of their ability to effect such relaxation.

"II. The Assembly,

"Considering that demographic problems play an important part both in the national economies of the various countries and in the general economy of the world;

"Recognising that the economic aspects of demographic problems have hitherto been insufficiently studied:

"Requests the Council to constitute a special committee of experts to study demographic problems and especially their connection with the economic, financial and social situation and to submit a report on the subject, which may be of practical value to Governments in the determination of their policies;

"Expresses the hope that a place or places will be reserved on the said committee for the experts of countries interested in the problem which are not members of the League of Nations.

"III. The Assembly,

"Recognising that the collection, analysis and dissemination of information relating to economic and social policies and experience can contribute materially to raising the general level of human well-being:

"(1) Requests the Co-ordination Committee to keep constantly in mind the bearing of the whole economic and financial work of the League on the fundamental problem of the standard of living;

"(2) Requests the Economic Committee to consider the advisability of maintaining for another year its Sub-Committee on this subject in order that definite proposals for the further prosecution of this work may be laid before the Assembly of 1939;

"(3) Requests the Economic and Financial Organisation:

"(a) To extend its enquiry into agricultural credits, within the limits of the budgetary provisions available, to countries that may consider such an enquiry useful, and in the first instance to the Argentine and Uruguay;

"(b) To study methods of providing medium-term credit to industry;

"(c) To undertake a study of the causes which have led to the harmful deforestation and soil erosion of certain areas and of the measures which Governments have undertaken to check and counteract these tendencies;

"(d) To advise upon the fundamental principles of monetary and credit policy which might be applied in agricultural countries with a view to diminishing the influence of fluctuations in the balance of payments on the credit structure and the rate of exchange;

- “(e) To study and advise upon the principles on which fiscal legislation dealing with the main categories of taxes, such as income-tax, land taxes, turnover taxes, etc., should be based;
- “(f) To make a comparative study, in co-operation with the Health Organisation of the League and the International Labour Office, of the physiological needs and of the consumption habits of different classes of the population in selected countries;
- “(g) To study the influence on the standard of living: (i) of different classes of taxes in selected countries, and (ii) in co-operation with the Transit Organisation, of transport and distribution costs.”

“IV. The Assembly approves the proposals contained in the report of the Committee on the Structure and Functions of the Economic and Financial Organisation and the appointment by the Council of the Co-ordination Committee mentioned in that report.”

[Adopted 29th September, 1938.]

(2) Work of the Organisation for Communications and Transit during the years 1931 to 1938.

I. INTRODUCTION.

1. In virtue of the powers conferred upon it by the Assembly resolution of October 10th, 1936, the Council of the League of Nations, on January 29th, 1938, approved on behalf of the latter the new Statute of the Organisation for Communications and Transit, and decided that this text should come into force immediately. At the same time, the Council requested the Assembly, at its ordinary session in 1938, to proceed, in accordance with Article 4 of this Statute, to the election of the Members of the said Organisation whose nationals shall be called upon to form the Committee for Communications and Transit. The Council also pointed out that the Assembly, both at its ordinary session of 1938 and at those which will be held at the close of each triennial period from 1938 onwards, will be called upon to discharge the functions hitherto entrusted to the ordinary General Conferences on Communications and Transit. The present Assembly is therefore authorised to exercise a special supervision over the work accomplished by the Organisation since the last General Conference was held in 1931.

2. The agenda of the 1938 Assembly therefore includes two items relating to transit: item II (“Election of Members of the Organisation for Communications and Transit”) and item 16 (dealing with the consideration of the work achieved by that Organisation). On September 13th, 1938, the Assembly decided to refer these two items to its Second Committee. On being consulted by the latter, regarding the exact nature of its terms of reference concerning item II, it specified that the Second Committee should take all the steps provided for in Articles 4 and 5 of the Statute of the Organisation, it being understood that the result of the elections should be referred to the Assembly for ratification.

II. SPECIAL SUPERVISION OVER THE WORK ACCOMPLISHED BY THE ORGANISATION SINCE 1931.

3. In addition to the Secretary-General's report on the work of the League from the last ordinary session of the Assembly, held in September 1937, to the end of August 1938 and the report on the operation of the League of Nations Wireless Station from January 1st to December 31st, 1937, the Second Committee had before it two documents which, in accordance with Article 25 of the Statute of the Organisation, required to be submitted to the triennial Assembly. These documents were a report by the Secretary-General on "The Measures taken in Execution of the Decisions of the Assembly or of Previous Conferences, whether General or Limited, since the Fourth General Conference on Communications and Transit" (October 1931) and a report on "The Principal Questions dealt with by the Committee for Communications and Transit since Its Last Election in 1931". It is this last document which the Second Committee has taken as the principal basis of its deliberations. The present report, in its general lines, follows the plan of that document in giving a broad outline of the gist of the discussions in the Second Committee, and noting the valuable suggestions made by various delegations.

4. By proceeding to a detailed consideration of the activities of the Organisation during the period which has elapsed since the last General Conference on Communications and Transit, the Second Committee has exercised the special supervision required by the Statute of the Organisation at each of the triennial sessions of the Assembly. The Assembly will find below an account of the results of that supervision.

Constitutional Questions.

5. The Second Committee considers the reform of the Organisation, carried out as part of a general revision of the constitution and working of the committees and technical organs of the League, to be a welcome step towards the simplification of the structure of the Organisation. It has no doubt that, under the revised Statute, the new Committee for Communications and Transit will successfully continue the work so fruitfully undertaken by the old. That work, the essential object of which—the promotion of freedom of communications with its corollary, equality of treatment and more especially freedom of transit—is outlined in Article 23 (e) of the Covenant, covers a very wide field: conciliation and settlement of disputes between States in regard to communications, maritime ports and navigation, railway transport, inland navigation, road traffic, aerial navigation, etc.

Contact with International Organisations.

6. It will be recalled that a special aspect of the Organisation's activity consisted in maintaining contact with international organisations of an official, semi-official or private nature, dealing with communications and transit questions. At previous sessions of the Assembly, it has been pointed out that this form of co-operation had led to the most fruitful results, which the Assembly could not do otherwise than welcome.

The Second Committee has once more noted that this co-operation has been maintained, and several delegations have laid stress on the great importance attached by their respective countries to the development of this form of activity. The Second Committee entirely shares that point of view.

In this connection, it has taken note of the resolutions adopted by the International Conferences on Telecommunications held in Cairo from February to April 1938, and those regarding the representation on the various organs of the International Telecommunications Union of the organisation of the League competent to supervise the condition and working of the Wireless Station, Radio-Nations.

The 1937 Assembly, in view of the importance which it attached to the successful running of the Radio-Nations Wireless Station, expressed a hope that this might be facilitated by friendly co-operation with Governments and international technical organisations dealing with matters relating to telecommunication, and in particular by such co-operation at the time of the above-mentioned Conferences in Cairo.

Having before it the decisions of the said Conferences, the Committee for Communications and Transit is of opinion that these would allow the competent organisation of the League to co-operate satisfactorily with the various organs of the International Telecommunications Union, and it requested the Assembly to give its approval to those decisions.

The Second Committee is of opinion that such approval would be no more than a logical sequel to the recommendation adopted by the 1937 Assembly. It is in entire agreement with the Committee for Communications and Transit, and therefore suggests that the Assembly should give its approval as requested.

Legal Questions (Disputes, etc.)

7. The competence of the Organisation in regard to disputes has been considered by the Second Committee. The latter did not deem it necessary to go into details regarding cases of litigation or the procedure adopted. It wishes, however, to point out that, at the present time, the part played by the Organisation in this matter, and more especially the conciliation which it has usually been able to effect between the parties to a dispute, give just cause for satisfaction.

Maritime Ports and Navigation.

8. The delegations of a number of countries whose national economy depends to a large extent on communications by sea have drawn attention to the keen interest with which their countries are following the efforts of the Organisation to improve the conditions of maritime navigation. Stress was laid on the importance of the Convention regarding an international regime for maritime ports, and on the principle of equality of treatment for the ships of all nationalities which forms the basis of that Convention. There can be no doubt that the fact that maritime navigation has been less affected during the last depression than on previous occasions by the policy of discrimination proper was largely due to this Convention. Constant vigilance is therefore essential in this field, and the Second Committee wishes to draw the attention of the Organisation to the conventional texts in question.

9. In regard to the work done by the Organisation with a view to the unification of maritime buoys, the Second Committee notes that certain obstacles exist in the way of a general application of the results which was hoped for. These obstacles may, however, be only temporary. While the Second Committee does not under-estimate their importance, it hopes that the Organisation will find a

means of overcoming them, as it has done in so many other fields. Different countries are at present using systems which are sometimes diametrically opposed to one another, and it is easy to imagine the confusion arising therefrom for maritime navigation. It is therefore to be hoped that a uniform solution will be found.

10. Another question relating to maritime navigation is that of the tonnage of ships. The Second Committee has taken note of the point reached in the investigations carried out under the auspices of the Organisation. One delegation has pointed out that the various countries apply different systems, and that even those using the so-called British system have drawn up widely different rules for its application. This absence of uniformity leads to differences in the treatment accorded which are unfair and an obstacle to international navigation.

11. Lastly, the Committee has considered the question of the pollution of the sea by oil. On several occasions, the Second Committee has discussed this problem, which is of great interest to many countries. It is a well-known fact that this pollution kills fish and birds, and it is injurious to fishing interests and those of bathing resorts. The instances of the harmful effects of pollution are constantly increasing, and several delegations have expressed their regret that no definite agreement has been reached, despite the fact that the technical work of the competent organs of the Organisation was completed some time ago. The Second Committee expresses the hope that the obstacles in the way of the fixing by the Council of the opening date of a conference with a view to the conclusion of a convention on this matter will speedily be overcome.

Railway Transport.

12. In regard to railways, it has been pointed out that the introduction of electric traction and the putting into service of engines and self-propelling coaches fitted with Diesel motors were continually adding to the speed and comfort of trains. Moreover, the competition of cars and motor-lorries has led to very marked developments in railway transport. A number of investigations carried out by the Organisation have facilitated the development of international railway transport. The Second Committee is convinced that the competent organs of the Organisation will continue, as in the past, to take all the necessary steps when problems of an international nature require the consideration of new questions falling within their terms of reference.

Road Traffic

13. It should be pointed out, and several delegations have laid particular stress upon the fact, that numerous Governments are making a great effort to improve their road system, both by the improvement of existing roads and by the construction of new ones. Since road traffic is becoming more and more important, its rapid increase has led the Organisation to open an investigation into the development of international regulations and the practical effects of the international agreements now in force, in particular those of the 1926 and 1931 Conventions regarding motor traffic, road traffic and road signals.

14. The Second Committee has learned with satisfaction that the Organisation is actively proceeding with the codification of road law, and considering the desirability of revising the above-mentioned Conventions of 1926 and 1931.

15. In regard to the unification of statistics relating to road accidents, the Organisation has adopted a series of recommendations intended to facilitate comparison between national statistics. The Second Committee expresses the hope that these recommendations, which have been conveyed to Governments by the Council, will receive the careful attention of those Governments and will thus place at the disposal of the competent authorities easily comparable data of a kind now lacking.

16. In regard to motorists' compulsory insurance, the Second Committee has taken note of the procedure advocated by the Organisation with a view to the consideration of this problem on an international basis. It has heard the explanations given by one delegation of a draft law which its Government proposes to introduce. When proceeding to a consideration of this question, the Organisation will certainly profit by the experience of the special committee set up in the country concerned.

Signals at Level-crossings.

17. One of the questions which roused the greatest interest in the Second Committee is without doubt the unification of signals at level-crossings. Everyone realises the importance of this problem on account of the all too frequent accidents at level-crossings in nearly every country in the world. The Second Committee welcomes the action taken by the Organisation with a view to the conclusion of an international agreement on the subject and hopes that the Conference which the Council, at the request of the Organisation, has decided to convene for April 1939 will achieve its object in the best interests of all users of the road.

Several delegations have submitted valuable suggestions to the Second Committee, one of which in particular is deserving of special consideration: namely, the suggestion that it might be well to study without delay the best means of gradually eliminating the dangers of level-crossings—especially on main roads and places where traffic is heavy. In view of the expense involved by a radical solution of the kind, it might perhaps be possible to consider this question when plans are drawn up for national public works, especially in countries where such plans are prepared in advance in view of the possibility of having to overcome a fresh period of economic depression.

Transport Co-ordination.

18. In the opinion of the Second Committee, competition between rail and road transport is deserving of the closest consideration at the present time. Most countries are endeavouring to deal with this problem by co-ordinating these two methods of transport and by subordinating private to public interest and thus to safeguard the national wealth represented by the railways.

In order to enable the Organisation to study the present position and the measures taken in the principal countries of the world, a wealth of documentary material has been collected by means of a detailed questionnaire sent to the Governments. The Second Committee knows how complicated this question is and realises that it will entail work over a long period. The Organisation proposes to proceed by stages. The Second Committee approves this method and is at the same time referring to the Organisation some suggestions submitted by a delegation with a view to supplementing the material

already collected. The Second Committee is convinced that the study of this question will yield results which, in view of the acute nature of the problem, cannot fail to attract the attention of the Governments, of those departments especially which are concerned with the problem and of the general public.

Air Navigation.

19. Several delegations have provided valuable information on the steps taken by their Governments to organise regular international, and even intercontinental, air services. The Second Committee has noted with satisfaction that, as a result of the preparation by the Organisation of a draft agreement concerning Customs exemption for fuel used in air traffic, which has been submitted to the Council, the Government of the United Kingdom has announced its intention of calling a conference with a view to the conclusion of an agreement and to invite all countries without exception and not only European countries.

Another practical question connected with air transport which remains to be settled is that of identity documents for the navigating staff of transport undertakings. The Second Committee notes that the Organisation has placed this question on its agenda and that it will shortly be examined by a committee of experts.

20. In conclusion, the Second Committee desires to say that, when the work of the Organisation during the years 1931 to 1938 was reviewed, it had an opportunity of appreciating the value and present interest of the work of the Organisation, to which it desires to pay tribute.

III. ELECTION OF MEMBERS OF THE ORGANISATION FOR COMMUNICATIONS AND TRANSIT.

21. With a view to studying the method of organising the elections in question, the Second Committee set up a Sub-Committee composed of representatives of Belgium, the United Kingdom, Ecuador, France, Poland, the Union of Soviet Socialist Republics and Yugoslavia, assisted by the Rapporteur of the Second Committee for questions of communications and transit.

On the basis of the Sub-Committee's report, the Second Committee has fixed the number of seats on the new Committee for Communications and Transit at eighteen. As laid down in the Statutes of the Organisation, these seats are reserved for the nationals of four States which have a permanent seat on the Council and have the right to appoint to the said Committee one member each. The Second Committee therefore has elected fourteen Members of the Organisation. Subject to ratification by the Assembly, the following Members were chosen, by secret ballot, for a period of three years: Belgium, Bolivia, China, Colombia, Egypt, Estonia, Hungary, Netherlands, Norway, Poland, Roumania, Spain, Turkey, Uruguay.

IV.—DRAFT RESOLUTION.

22. The Second Committee has the honour to propose that the Assembly adopt the following resolution:

"The Assembly,

"After having exercised, through its Second Committee, a special supervision over the work of the Organisation for

Communications and Transit during the period which has elapsed since the last General Conference on Communications and Transit (October 1931):

- “(1) Adopts the report and findings of its Second Committee;
- “(2) Highly appreciates the results achieved in the various fields of activity of that Organisation and approves its work;
- “(3) Approves the Second Committee's decision to fix the number of seats on the new Committee for Communications and Transit at eighteen and ratifies the election, for a period of three years as from the present date, of the following Members of the Organisation, whose nationals (one per member) are, together with the nationals of States which have a permanent seat on the Council, to constitute the Committee for Communications and Transit: Belgium, Bolivia, China, Colombia, Egypt, Estonia, Hungary, Netherlands, Norway, Poland, Roumania, Spain, Turkey, Uruguay.”

[Adopted 29th September, 1938.]

III.—THIRD COMMITTEE.

Reduction and Limitation of Armaments and Protection of Civilian Populations against Bombing from the Air in case of War.

The Third Committee, sitting under the chairmanship of the Rt. Hon. Ernest Lapointe, delegate of Canada, has been asked by the Assembly to deal with two questions which will be considered successively in the present report.

FIRST QUESTION.

REDUCTION AND LIMITATION OF ARMAMENTS: ACTION TAKEN UPON THE ASSEMBLY'S RESOLUTION OF SEPTEMBER 30TH, 1937.

The Committee observes with profound regret that, far from showing any decline, competition in armaments has been intensified during the past twelve months, thus adding to the menace that hangs over the world.

It remains firmly convinced that the principles set forth in Article 9 of the Covenant have lost nothing of their value and that they indicate the line that must be followed, as soon as circumstances are such as to allow any chance of the successful organisation of international relations on a pacific basis.

A. *Publicity of National Defence Expenditure.*

Following on the resolution adopted on May 31st, 1937, by the Bureau of the Conference for the Reduction and Limitation of Armaments, the Assembly, at its eighteenth ordinary session, recommended the conclusion of a convention on the publicity of national defence expenditure. Such observations on this subject as have reached the Secretary-General from Governments will be referred to the Bureau of the Conference very shortly. Accordingly, the Third Committee

has merely taken note of the short analysis of those observations made by the Secretariat. It appears from that document that a number of Governments have not yet sent in the information for which they were asked, and that the reservations which accompany several of the replies leave little hope that the Assembly's recommendation will be carried into effect in the near future.

The Committee remains convinced that the principle of publicity of national defence expenditure must form an essential feature of any system of limitation armaments. While leaving it to the Bureau of the Conference to take such steps as it may think fit in the present circumstances, the Committee proposes that the Assembly should reaffirm the importance it attaches to that principle.

The Committee hopes that the Secretariat will soon be in possession of the observations of all the Governments, so that complete material may be available to afford an exact idea of the present state of the question.

B. Supervision of the Manufacture of and Trade in Arms, Ammunition and Implements of War.

By its resolution adopted on September 30th, 1937, the Assembly recommended the Members of the League, each in so far as it was concerned and to the extent that this had not already been done, to examine the possibility of adopting internal measures with a view to the effective supervision of both the manufacture of and the trade in arms, ammunition and implements of war, on the basis of the work done by the Special Committee of the Conference for the Reduction and Limitation of Armaments. It also asked Governments to inform the Secretary-General of the action taken on that recommendation.

The Committee has had before it replies from twenty-five Governments. In addition, the delegates of certain States briefly explained during the discussion the systems of national supervision in force in their respective countries. The Committee has also had communicated to it the material collected by the Secretariat at the request of the Bureau of the Conference for the Reduction and Limitation of Armaments.

The Committee is happy to find—and it is sure that the Assembly will share this feeling—that the manufacture of and trade in arms are under effective supervision in a large number of countries, and that the organisation of that supervision has been notably influenced by the work of the Conference for the Reduction and Limitation of Armaments.

It regrets, however, that only twenty-five out of sixty-four Governments have yet responded to the appeal made to them, and it trusts that the replies still awaited will reach the Secretariat before the next session of the Assembly.

It also considers it desirable that the information in the hands of the League should be kept up to date and accordingly hopes that Governments will be good enough to inform the Secretary-General of any future changes in this respect in their legislation or their administrative methods.

C. Limitation of Naval Armaments.

The Committee has heard with interest and gratification the United Kingdom delegate's statement on the progress made last year in regard to the limitation of naval armaments, more especially with reference

to the entry into force of the Anglo-German and Anglo-Soviet Naval Agreements, the signature of the Anglo-Polish Naval Agreement, the negotiations for bilateral agreements with Denmark, Finland, Norway, Sweden and Turkey, and the exchange of notes with Italy concerning the latter's accession to the London Naval Treaty of 1936. The Committee notes, that, unfortunately, the attitude adopted by the Japanese Government has made it impossible to maintain the 35,000 ton limit for capital ships of sub-category (a) laid down in the Naval Agreements, with the result that the Powers concerned have raised this limit to 45,000 tons.

The United Kingdom representative said that his Government was not at present proposing to build ships of more than 40,000 tons, and had expressed to the French, German and Soviet Governments the hope that they would take a similar line.

The representative of France pointed out that his Government had announced its intention not to build ships of more than 35,000 tons, so long as that limit was not exceeded by any other continental European Power.

SECOND QUESTION.

PROTECTION OF CIVILIAN POPULATIONS AGAINST BOMBING FROM THE AIR IN CASE OF WAR.

This question, which was placed on the Assembly's agenda at the request of the Spanish delegation, is, of concern to all States, whether Members of the League or not. The Committee agreed that it should be dealt with separately, quite apart from any political bias, with the sole object of serving the interests of humanity.

Public opinion has frequently, and through its most authoritative representatives, expressed its horror of the bombing of civilians, which does not serve any military necessity and, as experience has shown, merely causes unnecessary suffering.

This method of warfare was uncompromisingly condemned in the resolution adopted by the General Commission of the Conference for the Reduction and Limitation of Armaments on July 23rd, 1932. The Council of the League, in its resolution of May 29th, 1937, and the Assembly, in its resolution of September 28th of the same year, expressed themselves to the same effect.

Moreover, as the delegate of Greece more particularly pointed out, the prohibition of bombing civilians is a well-established and recognised principle of international law. Consequently, its affirmation is merely a reference to a rule already in force, which all Governments are bound to respect.

The question, therefore, is simply one of establishing regulations specially adapted to the practice of air warfare and taking account of the lessons of experience. That is an essential and an urgent task. The Assembly cannot, of course, itself go fully into such a problem in view of its important technical aspects. But the question could usefully be referred to the Bureau of the Conference for the Reduction and Limitation of Armaments, which is, in fact, about to meet. The Bureau could endeavour to devise without delay some practical means of undertaking this work under the best possible conditions for reaching as general an agreement as possible. It has been suggested that the summoning of a general conference might be a particularly desirable means to this end. The idea should be borne in mind, but the Bureau should be left completely free to select whatever procedure it thinks best.

Other suggestions have been made regarding the substance of the problem.

One is that committees of investigation should be appointed to enquire on the spot into any cases of bombing that any party engaged in hostilities may allege to be contrary to established rules. The French delegation pointed out that the Conference for the Reduction and Limitation of Armaments had already gone into the matter in connection with the prohibition of chemical warfare and that its conclusions could be taken as an existing guide. It also called attention to the fact that members of committees of investigation could be selected locally, so that the committees could begin their work more quickly.

The Chinese delegation, which had the support of several other delegations, thought that certain sanctions should be made applicable to a State guilty of unlawful bombing. It suggested in that connection that other Governments should refrain from supplying such a State with aircraft and petrol.

The Haitian delegation pointed out how desirable it would be to be able to specify, in time of peace, "undefended open towns and medical zones to be used as a site for hospitals and ambulances, which all States would undertake to respect and to refrain from bombing".

In the same connection, several delegations emphasised the importance they attached to the problem of the practical delimitation of prohibited objectives.

These suggestions relate to various aspects of the general problem dealt with in the present report. They will doubtless be given careful consideration by the bodies to which the study of the problem will be entrusted.

The Committee's opinion is that, without going into the technical side of the problem, the Assembly should confirm the previous resolutions of League bodies concerning the prohibition of the bombing of civilians from the air, and should emphasise certain essential aspects of this principle. In this respect, it feels that it would be best to proceed on the basis of the United Kingdom delegate's statements, which faithfully reflect the Committee's view and may be regarded as the foundation of any future settlement.

Lastly, the Committee feels that the Assembly should take this opportunity to reaffirm that the use of chemical or bacterial methods in war is contrary to international law—as has, indeed, been proclaimed, not only by the Geneva Protocol of 1925, which was ratified by a large number of States, but also by the resolution of the General Commission of the Conference for the Reduction and Limitation of Armaments dated July 23rd, 1932, and the Council resolution of May 14th, 1938.

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These considerations and conclusions—which are restated below in the second resolution—relate to the general regulation of the problem. But, pending such regulation, it is to be recommended that the Council should contemplate the application of certain measures. For, according to the Covenant, the Council "may deal at its meetings with any matter within the sphere of action of the League," particularly as regards "the firm establishment of the understandings of international law as the actual rule of conduct among Government".

The Spanish delegation paid a tribute to the services rendered by the Committee of Investigation which, on the happy initiative of the United Kingdom Government, is now operating in Spain, and whose recent report has been communicated to Members of the League; and it laid stress upon the value that might attach to the development of such procedure on international lines.

It is desirable that the Council should come to an arrangement with the United Kingdom Government for copies of the reports of the Commission operating in Spain to be sent regularly to the Secretary-General of the League, so that they can be circulated to Members of the League, published, and submitted to the Council.

Furthermore, as has already been pointed out, the work of the Conference for the Reduction and Limitation of Armaments already published affords some useful ideas as to the conditions in which committees of this kind could be organised.

Lastly, the Council might give consideration to the request of the Chinese Government—and to any other request from a Member of the League—that it should arrange for an international committee to establish breaches of the principles laid down in the second resolution and to collect all useful material for an objective enquiry.

The recommendation that concludes the present report deals with interim measures of this kind.

The Polish delegation, while not opposing the adoption of the recommendation, made explicit reservations as to its expediency, in view more particularly of the present situation of the League of Nations. It considers that the application of this recommendation would give rise to various interpretations.

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Accordingly, the Third Committee has the honour to submit to the Assembly the following resolutions and recommendation:

I. REDUCTION AND LIMITATION OF ARMAMENTS.

Resolution.

“The Assembly,

“Referring to its resolution of September 30th, 1937, recommending the conclusion of a convention on publicity of national defence expenditure;

“Considering that the Bureau of the Conference for the Reduction and Limitation of Armaments will meet shortly to consider the observations of Governments on this subject;

“Noting the information collected as the result of its recommendation of September 30th, 1937, on the supervision of the manufacture of and trade in arms, ammunition and implements of war:

“(1) Requests those Governments which have not given effect to its recommendation concerning the supervision of the manufacture of and trade in arms, ammunition and implements of war, to do so before the next ordinary session of the Assembly;

- “(2) Requests the Members of the League to communicate to the Secretary-General regularly any changes made in this connection in their legislation or administrative methods;
- “(3) Lastly, requests the Secretary General to convey the present resolution and the relevant Minutes of the discussions of the Third Committee to the Bureau and to the Governments of all the States which are or have been represented at the Conference for the Reduction and Limitation of Armaments.”

II. PROTECTION OF CIVILIAN POPULATIONS AGAINST AIR BOMBARDMENT IN CASE OF WAR.

Resolution.

- “The Assembly,
- “Considering that on numerous occasions public opinion has expressed through the most authoritative channels its horror of the bombing of civilian populations;
- “Considering that this practice, for which there is no military necessity and which, as experience shows, only causes needless suffering, is condemned under the recognised principles of international law;
- “Considering, further, that, though this principle ought to be respected by all States and does not require further re-affirmation, it urgently needs to be made the subject of regulations specially adapted to air warfare, and taking account of the lessons of experience;
- “Considering that the solution of this problem, which is of concern to all States, whether Members of the League of Nations or not, calls for technical investigation and thorough consideration;
- “Considering that the Bureau of the Conference for the Reduction and Limitation of Armaments is to meet in the near future and that it is for the Bureau to consider practical means of undertaking the necessary work under conditions most likely to lead to as general an agreement as possible:
- “I. Recognises the following principles as a necessary basis for any subsequent regulations:
 - “(1) The intentional bombing of civilian populations is illegal;
 - “(2) Objectives aimed at from the air must be legitimate military objectives and must be identifiable;
 - “(3) Any attack on legitimate military objectives must be carried out in such a way that civilian populations in the neighbourhood are not bombed through negligence;
- “II. Also takes the opportunity to reaffirm that the use of chemical or bacterial methods in the conduct of war is contrary to international law, as recalled more particularly in the resolution of the General Commission of the Conference for the Reduction and Limitation of Armaments of July 23rd, 1932, and the resolution of the Council of May 14th, 1938.”

Recommendation.

"The Assembly,

"Referring to its resolution of this day's date on the general question of the bombing of civilian populations from the air;

"Bearing in mind the present situation, notably in Spain and in the Far East, and being anxious to ascertain what measures could be taken pending a comprehensive settlement of the question by general agreement:

"Congratulates the United Kingdom Government on having taken the initiative in setting up a Committee of Investigation to examine cases of the air-bombing of civilian populations in Spain;

"Having taken note of the report drawn up by that Committee on a number of cases which it has already examined, expresses the opinion that the development of this happy initiative on international lines might do much to render effective the condemnation of this method of warfare by public opinion and to bring about its discontinuance;

"Takes note of the Chinese Government's request for the despatch of an international committee to examine cases of air bombardment of civilian populations in China;

"Points out that, under the Covenant, the Council 'may deal at its meetings with any matter within the sphere of action of the League', especially as regards 'the firm establishment of the understandings of international law as the actual rule of conduct among Governments';

"Recommends that the Council should:

"(a) Arrange with the United Kingdom Government that the Committee of Investigation already operating in respect of Spain shall send copies of its reports to the Secretary-General of the League of Nations, so that he may have them circulated to State Members, published, and submitted to the Council;

"(b) Take into consideration any other appeal arising out of the bombing from the air of civilian populations directed to establishing, by means of an international committee, cases of recourse to practices condemned under the principles of international law, to which reference is made in to-day's resolution, and collect for impartial study any material that may be of use."

[Adopted 30th September 1938.]

IV.—FOURTH COMMITTEE.

Financial Questions.

I. INTRODUCTION.

1. The opening paragraph of the report of the Fourth Committee to the last Assembly was as follows:

"Thanks to the fruitful activity of the Committees which represent it in the intervals between its sessions and to the

tireless efforts of the heads of the three main organisations of the League, the Assembly has had the satisfaction this year of finding that the League's financial position is sound, that its reserves are intact, that its accounts have been balanced, and that the budgets are more or less the same as the previous ones."

For the same reasons, the Fourth Committee of the 1938 Assembly is in the happy position to report that the financial situation of the League during the past twelve months has been found to be sound. A word of caution is, however, necessary, for the best that can be hoped of the 1938 budget is that it will balance. In the next few years, it will be essential to watch developments closely and to provide against any increase in the burden to be borne by the Members of the League as a result of reduced membership.

2. The continued improvement in the financial position and the size of the surplus for 1937, which amounts to a total sum of 4,558,625.20 gold francs, is due to the following circumstances, of which some, it will be evident from their nature, are non-recurrent:

(i) *The further improvement in the collection of contributions* which, including arrears, amounted in 1937 to 103.03 per cent. of the total expenditure. Current contributions accounted for 94.61 per cent. and contributions in arrears for 8.42 per cent. of this figure. In regard to payments relating to the current period, it is worthy of special record that the percentage has risen from 71.97 per cent. in 1934; to 88.27 per cent. for 1935; 91.75 per cent. for 1936; to the satisfactory figure of 94.61 per cent. for 1937. This is a record. It should be borne in mind, however, that this appearance of abundant prosperity must of necessity be modified with the approaching liquidation of arrear contributions, which were themselves largely attributable to the situation arising from the economic depression.

At the same time, it is a misconception to think that the League had lost large amounts because some countries had not paid their contributions. In actual fact, since the League came into existence, the actual receipts from contributions fall short of the total income budget by only 6.15 per cent., altogether a very satisfactory position. Are there many Members of the League, or even private business firms, which could claim over a period of more than twenty years to have collected 94 per cent. of their revenue?

(ii) *The profits* arising out of the difference between the *expenditure* budget, which is assessed in *Swiss* francs, and the *income* budget, which, since the devaluation of the Swiss franc, has remained fixed in *gold* francs. In view of the decision of the last Assembly to convert the total of the expenditure budget into gold francs at the actual parity of the two currencies, this profit cannot recur. In 1937, it amounted to a total sum of 2,991,071.22 gold francs.

(iii) *Administrative savings* which amounted to 1,567,553.98 gold francs, thanks to a continued pursuance of a policy of careful economy by the organisations of the League.

3. With regard to the investment of the various funds of the League, which, on December 31st, 1937, amounted to a total sum of 67,607,454 Swiss francs, the Fourth Committee was informed by the Chairman of the Supervisory Commission that the arrangements approved by the 1937 Assembly were working satisfactorily. The funds of the League continue to be administered with a view to the greatest measure of security by the Secretary-General, assisted for this purpose by the Chairman of the Supervisory Commission and three financial experts of different nationalities, whose services, it should be appreciated, are rendered gratuitously.

4. In dealing with the various financial proposals submitted to it for decision, the Committee has aimed at two main objectives, both of which it feels have been achieved:

- (i) To provide the minimum sum required for the effective working of the League;
- (ii) To ensure stability of League finances against possible contingencies by taking advantage of its present sound position to increase the reserve funds as much as possible.

The Committee therefore decided that it would be inadvisable to make any artificial reduction this year in the contribution unit to a level which it might be impossible to maintain in future.

II. ACCOUNTS FOR 1937.

5. The Committee was informed that, on the expiry of his term of office, M. Ceresa, the former auditor, had been succeeded by M. U. Brunskog, whose wide and valuable experience in various financial services of the Swedish Government is well known. As his appointment was not possible before the beginning of March, a very short period only was available to complete the difficult and complicated task of auditing the numerous accounts of the League.

6. The Fourth Committee unanimously recommends the Assembly to pass the League's accounts for 1937 in the form in which they were submitted.

It also approved the report of the Supervisory Commission on these accounts, with the single exception of the recommendation that Chapter V ("Profit and Loss on Exchange") should in future be eliminated from the budget of the Secretariat and that all losses due to differences in exchange should in future be met from the new "Account to cover possible losses". The Committee decided that profits resulting from capital appreciations should be used exclusively to cover such depreciations and that exchange losses on budgetary items should continue to be met from the budget.

III. BUDGET FOR 1939.

(a) *General Considerations.*

7. The expenditure budget for 1939 as submitted to the Assembly totalled 30,678,250 Swiss francs, a reduction of 1,595,001 francs compared with that of the current year. This resulted from the suppression of the former credit of 1,040,000 francs placed at the disposal of the Supervisory Commission against currency depreciation contingencies; the elimination, pending possible further decisions by the Assembly, of the credit for anti-epidemic work in China (752,557 Swiss francs), the credit for refugee activities (280,277 Swiss francs), and to various other reductions. These economies were, however, partly offset by the inclusion of a new estimated credit of 700,000 Swiss francs to provide for the participation of the League in the New York World's Fair.

8. The Minutes of the Committee contain full record of the observations and suggestions which were made during the discussion of the various estimates of expenditure of the League organisations. As usual, therefore, this report will confine itself to such explanations as are essential in respect of the more important proposals or such as involved questions of principle.

(b) *Secretariat.*

9. The budget of the Secretariat submitted to the Fourth Committee, amounted to 15,017,782 Swiss francs, a net reduction of 911,549 Swiss francs compared with that of 1938.

10. The principal cause of the reduction was the temporary elimination of the credit for anti-epidemic action in China, to which reference has already been made. Other miscellaneous reductions, amounting to a total of 428,844 Swiss francs, included, *inter alia*, the elimination from the Secretariat vote of the provision (50,000 francs) for the New York World's Fair, which now forms a separate part of the budget; the reduction, to a nominal figure, of the provision for a study mission in connection with the proposed Eastern Bureau to deal with traffic in women (49,999 francs); salaries (36,811 francs), despite a charge of 118,022 francs for increments; Economic Relations Committees (44,725 francs). As against these reductions, new credits, or credits which had been substantially enhanced, included European Conference on Rural Life (34,000 francs); International Centre for Leprosy Research at Rio de Janeiro (50,000 francs), films, photos (32,300 francs), the *Review of Social Questions* (25,000 francs), and other miscellaneous items amounting to a further 67,172 francs. The net difference between increased credits of 208,472 Swiss francs, and reductions of 1,181,401 Swiss francs, has involved a saving on the Secretariat expenditure budget over 1938 of 972,929 Swiss francs. This figure does not take account of receipts.

11. The Secretary-General and the Chairman of the Supervisory Commission referred at length to the system of lump-sum deductions which was introduced by the 1935 Assembly and which has since been maintained and developed. They reminded the Committee that the budget provides for both *normal current* expenditure and *contingent* expenditures, but that a sum, corresponding as far as can be estimated to this contingent expenditure, is deducted from the budget, with the result that the individual contributions of Member States remain unaffected by this purely contingent expenditure. Should it prove necessary to draw on any contingent item, the Guarantee Fund, which has been built up from past surpluses, is of course available for that purpose.

The lump sum thus deducted this year from the first three chapters of the budget of the Secretariat amounts to 1,350,000 francs as against 1,550,000 francs in 1938, when, however, an exceptional aggregate cut of 250,000 francs was made in respect of the credit for the New York World's Fair.

12. In connection with the Guarantee Fund, it was pointed out that, under a strict interpretation of Article 33 of the Financial Regulations, the amount necessary to repay withdrawals from the Fund in 1937 should have been made good, not from the 1937 surplus, but from the 1939 budget. The Chairman of the Supervisory Commission, whilst agreeing that a technical breach of the Regulations had been made, observed that actually the two solutions amounted to exactly the same thing. If the budget had been increased by an appropriation in favour of the Guarantee Fund, it would have been necessary, in order not to increase the unit of the contribution—which was common ground—to take an amount equal to the budgetary appropriation out of the present surplus with much the same result.

The Committee further agreed that the Supervisory Commission should examine whether it was really necessary to provide a full 100 per cent. cover in the Guarantee Fund against lump-sum cuts and, if not, to suggest to the next Assembly a suitable amendment of Article 33(a) of the Financial Regulations. The prudence of providing against

a contingency which might, or might not, occur was self-evident; but it seemed reasonable to suppose that not all would arise in the same year.

13. Having regard to the League's present international position, certain delegates suggested the possibility of abolishing posts as opportunity offered so as to relieve the budget, and thus to conserve the League's financial situation against future financial difficulties which were apprehended. The Secretary-General observed that he had made it a practice not to fill vacant posts which had become redundant, but had experienced difficulty in withstanding demands from delegations for additional national appointments.

14. A discussion took place on the estimates of expenditure with specific regard to the travelling expenses of missions, correspondents and temporary collaborators. The view was expressed that certain reductions should prove possible on these items, but the Chairman of the Supervisory Commission and other delegates stressed the necessity for developing, rather than restricting, liaison between the League and its Members, particularly those distant from Geneva. The institution of the system of temporary collaborators, it was further pointed out, had served as a useful substitute for creation of new permanent posts.

15. Among a number of other miscellaneous subjects, the question of the best methods for making the League more widely known was also raised on the printing vote. The Supervisory Commission was asked to accord further consideration to the possibility of printing League publications in languages other than French and English. Another delegate urged that records of conferences should be issued with greater speed. It was also stressed that better publicity was achieved by private persons whose publications on League subjects were not subject to those restrictions which naturally apply to the League Secretariat itself.

Finally, the Indian delegate asked for further representation of his country on the staff of the Secretariat and of the International Labour Office. Having regard to the availability of highly qualified Indian candidates, the extent of India's contribution, and other considerations, he urged further efforts to remedy the position. In reply, the Treasurer and a member of the Supervisory Commission pointed out that much had been done in recent years both by the strengthening of the Branch Offices and the appointment of Indian nationals at Geneva, and assured the Indian delegate of the real sympathy of the Secretary-General on this matter.

16. The budget of the Secretariat was finally adopted by the Fourth Committee, subject to a reduction of 5,900 francs on Assembly printing.

(c) *International Labour Organisation.*

17. In introducing a budget of 8,328,262 Swiss francs for 1939, the Director of the International Labour Office indicated that the increase of 58,776 Swiss francs in the expenditure budget over that of 1938 was more than offset by additional receipts, with the net result that the amount to be borne by the Members of the League was reduced by 7,010 francs compared with 8,335,272 Swiss francs in 1938. As in the case of the other League organisations, there had been a reduction in the value of the International Labour Office unit of contribution from 8,797 gold francs in 1932 to 6,595 francs in 1937 and 6,353 gold francs in 1939.

Noteworthy items of this budget include a new credit of 60,000 francs for the extension of the Labour Office building; and a credit of 266,000 francs for Committees, an increase of 55,000 francs, due more particularly to the appointment thereon of more members of overseas countries, in pursuance of the general policy to strengthen relations with extra-European countries.

The Director observed that, despite the crisis through which the world is passing, the work of the International Labour Office continues to develop. The 1938 Conference was the largest yet held; the number of ratifications of international labour conventions and demands on the Office for information were steadily on the increase; and more Governments were asking for technical information and assistance. The number of extra-European Members of the staff had in ten years passed from thirteen to fifty-three. With the spread and development of industry throughout the world, the pressure of industrial and social problems in countries outside Europe had increased. Governments which had formerly taken very little interest in labour legislation and in social insurance now find themselves compelled to consult with the Labour Office in their study of these problems.

18. In his comments on the Labour Organisation budget, the Chairman of the Supervisory Commission, after alluding to the delicate constitutional position in which the Commission finds itself in regard to the budget of the International Labour Organisation—a point to which full reference was made in the report of the Fourth Committee to the 1937 Assembly—stated that if, as was feared, the general financial position of the League was more difficult next year, reductions might have to be made in the budget of the Organisation. This would be necessary particularly in respect of such items as printing and Committees, matters on which the report of the Supervisory Commission had drawn attention. This view was shared by certain delegates, whilst others expressed the full confidence of their Governments in the Organisation and the hope that no change would be made in the budget, the enhancement of which was solely due, they observed, to increased work. Reference was also made to the extensive agenda of International Labour Conferences, which it was thought might run the risk of attempting too wide a scope of work each year.

The Director dealt with all those comments, and after warm tributes had been paid to Mr. Butler by the Fourth Committee on his approaching relinquishment of a post which he had filled with such ability and success, the budget of the International Labour Office was unanimously adopted.

(d) Other Parts of the Budget.

19. The other parts of the budget, including the estimates of expenditure of the Permanent Court of International Justice (1,173,425.07 florins), were adopted, subject to the credit for the settlement of the Assyrians of Iraq being reduced to 150,000 francs, a cut which, as the Committee was assured, will not hamper the work successfully carried out in Syria.

20. A word may perhaps be added in relation to Part VI: "Buildings at Geneva" which provides for a "Terminable annuity" of 1,375,000 francs. The Secretary-General explained that, last March, he had taken all necessary steps finally and definitely to conclude the work of construction of the League building. Before this decision had been taken, the work in hand had already caused the credit available in the building budget to be exceeded by 250,000 francs, but, as a surplus was available of the occupation appropriations, additional credits

would not be required. Certain finishing operations connected particularly with the furnishing of the Committee rooms will only be undertaken when further credits can be made available.

There are still, however, certain outstanding financial consequences involved in constructing the buildings, for a number of law-suits are still pending with the contractors. The Courts of Arbitration, set up by the terms of the contract to pronounce upon the contractors' claims, had decided that certain damages should be paid for delays which had occurred. The amount of such damages had not yet been fixed; it will therefore, in all probability, be necessary to make provision for them—as well as for the claims presented by the Architects—out of the annuity for which provision is made in the budget.

The Committee noted this statement by the Secretary-General, who was congratulated on the completion of the building, the internal appointments of which were, it was thought, remarkable for the taste and the care with which they had been selected.

IV. REPORTS OF THE SUPERVISORY COMMISSION.

21. Subject to such amendments as are proposed in this report or in the draft resolutions, the reports of the Supervisory Commission to the 1938 Assembly were approved to the Fourth Committee.

22. The third report of the Supervisory Commission, which principally concerned itself with supplementary credits proposed by various Committees and with the recommendations of the Commission in respect of the disposal of the balance of the surplus, gave rise, as in previous years, to a lengthy debate. During the discussion, it was pointed out by a delegate that the Rules of Procedure of the Assembly which provide that reports should normally not be discussed or put to the vote unless circulated not later than the day preceding the meeting had, owing to pressure of business, not been carried out. He adumbrated the necessity for far-reaching reforms in the method of discussing the budget and financial questions by the next Assembly.

23. When adopting the report of the Supervisory Commission on the increased credit for technical collaboration with China, the Committee noted with interest that the League budget had been relieved by substantial gifts by a number of Governments, whose generosity it acknowledged unanimously. It ventures to hope that this valuable assistance will be continued.

24. The supplementary credits, amounting to a total of 1,641,211 francs, were then unanimously adopted, subject, in the case of the subvention of 269,500 francs to the High Commissariat for Refugees, to a reservation by the Latvian delegate to the effect that such supplementary credits should not be allotted to the expenses of the High Commissariat's representatives abroad. In respect of the League's participation in the New York World Fair, the Fourth Committee proposes the adoption of a special resolution which is reproduced in paragraph 36, II, 4 (g) hereafter.

25. The Commission has proposed, in the concluding chapter of its report, that the balance of the surplus, after earmarking a sum sufficient to keep contributions at the level indicated to States Members last June, should be transferred to the Reserve Fund; this sum amounts to 884,770.43 gold francs.

In this respect, one delegate advanced the view that, in the League's present circumstances, a reduction in contributions was advisable: the budget for 1939 having been adopted, the only method of achieving this object, he suggested, would be to return the whole, or part, of the 1937 surplus to the Members of the League. On the other hand, the Chairman of the Supervisory Commission, with the

support of the Fourth Committee, insisted that stability of contributions was the essential requirement, and that, having regard to the effect of reduced membership on the scale of allocation, it would indeed be undesirable to reduce the contribution in 1939, substantially to increase it in 1940. Further, this was not the moment to reduce the League's cash assets; on the contrary, a positive policy of conservation was indicated at the moment.

After a prolonged discussion, the proposal made by the Supervisory Commission was adopted by seventeen votes to two.

26. It was felt, however, that immediate consideration should be given to the adoption of positive measures of retrenchment, conducive to a real reduction of the budget, while maintaining to the fullest possible extent the activities of the League. The Committee came to the conclusion that this purpose could best be served by a thorough examination of the standing charges of the League to be considered by a special committee of independent persons and, with this end in view, it proposes the adoption of the resolution shown in paragraph 36, II, 4 (f) hereafter.

V. SPECIAL COMMITTEE ON CONTRIBUTIONS.

27. Notwithstanding the improvement in the collection of contributions, to which reference is made in paragraph 2 of the report of the Special Committee on Contributions, the position cannot as yet be considered as fully satisfactory, seeing that, even in 1937, eighteen States had not paid their contributions in full by the end of that year. The Fourth Committee therefore proposes that the members of the Special Committee on Contributions should be reappointed for a further term of one year.

28. Consideration was once again given to the proposal of the delegate of India at the last Assembly that a rebate should be granted on contributions paid early in the year. On the advice of the Special Committee and with the concurrence of the Indian Government, the Fourth Committee decided for the moment not to recommend the adoption of this measure.

29. The Special Committee made proposals in respect of outstanding contributions of Albania, Ecuador and Guatemala, and as regards Paraguay, which has left the League without paying contributions for a number of years, it reported that it had exhausted all the means within its power of obtaining payment and that any further action could necessarily only be taken by the Assembly. While the Fourth Committee is of opinion that the Assembly could not acquiesce in the attitude hitherto adopted by the Paraguayan Government in this matter, it recommends that the question of further measures be postponed until the next Assembly. By that time, it was to be hoped that, following upon the recent pacific settlement of a long-standing dispute concluded by this State with a neighbouring country, the beneficial effects of a year's tranquillity may provide Paraguay with the means of discharging its financial obligations to the League.

30. The Fourth Committee referred to the First Committee the question whether, for the purpose of Article 1 of the Covenant, Austria was to be regarded as a State Member of the League for a period of two years as from the date of the receipt of the German Government's communication of March 18th, 1938.

The opinion of the First Committee, in which the Fourth Committee concurs, is as follows:

"The First Committee finds that the German Government's letter to the Secretary-General of March 18th, 1938, is not a notice of withdrawal from the League of Nations within the meaning of Article 1, paragraph 3, of the Covenant.

"The obligation to pay contributions during two years is simply the consequence of the fact that a notice of withdrawal from the League under the above-mentioned provision leaves the State which gives such notice with the rights and obligations of a Member of the League during a period of two years."

VI. ALLOCATION OF EXPENSES.

31. The present scale of allocation of the League's expenses was adopted by the 1936 Assembly for three years and will therefore cease to be in force on December 31st, 1939. Accordingly, the Fourth Committee resolved to appoint a committee of twelve members to consider the question anew.

32. On the basis particularly of memoranda submitted by States in pursuance of the last Assembly's decision, various proposals concerning the data of which account should be taken in revising the scale were advanced during the discussion of the question in the Fourth Committee. It was agreed that the Minutes of the meeting should be made available to the Committee, which would, however, be entirely free to appreciate the relative value of the various criteria which had been suggested.

VII. STAFF PENSIONS FUND.

33. The Committee examined the eighth report to the Assembly of the Administrative Board of the Staff Pensions Fund and the chapters of the second report of the Supervisory Commission which dealt with questions relating to the Staff Pensions Fund. It also considered the report of the Actuary on the Fifth Valuation of the Fund.

34. The Fourth Committee notes that, in the opinion of the Consulting Actuary, the position of the Pensions Fund is inherently sound, but, in the course of discussion, attention was drawn to three factors which might weaken the stability of the Fund—namely:

- (a) The admission of officials of an advanced age;
- (b) Retirement of officials before they reach the age of 60; and
- (c) The rate of interest on which the actuarial valuations are based.

35. (a) The question of the admission to the Fund of officials of an advanced age has in previous years been raised by the Pensions Board and considered by the Supervisory Commission. At the request, therefore, of the 1937 Assembly, the Supervisory Commission has studied the abnormal burden upon the Fund which results from admitting officials at an advanced age. After considering the arguments for and against the amendment of the existing regulations, the Commission decided to recommend that persons who have reached or exceeded the age of 45 years should be excluded from admission to the Pensions

Fund. This restriction will not apply to principal officers; but principal officers who enter the Fund at the age of 45 or over will not become ordinary members of the Fund, but will only be entitled to insure their lives at the expense of the League in accordance with Article 8 of the Staff Pensions Regulations. The Commission at the same time considered the terms of that article and decided to propose certain changes in it.

The Fourth Committee endorses the proposals made by the Supervisory Commission and, in order to give effect thereto, requests the Assembly to adopt the amendments in the Staff Pensions Regulations submitted to it by the Supervisory Commission.

(b) On the second point, *premature retirements of officials*, the Committee notes the observations made by the Administrative Board on the Actuary's valuation. Experience has shown that voluntary retirements involve an additional liability for the Fund for which no provision is made in the calculation of the actuarial reserve as computed in 1931. The Committee notes the fear expressed by the Actuary that this liability might impose an additional financial burden on the Fund, and has considered his proposal that the reserves should be strengthened on this account. It appeared from the discussion that different methods might be adopted to improve the position, and the Board was requested to examine the problem in the coming year, especially in relation to a possible revision of the scale of reduction of pensions prescribed in Article 9, paragraph 4 (a) of the Staff Pensions Regulations and applicable to members retiring before reaching the age of 60 years.

(c) Finally, it will be recalled that the Committee, in its report to the 1937 Assembly, stated that, in view of the uncertainty of the yield from investments at that time and the need for an actuarial rate closely corresponding to actual and prospective conditions of yield, it was unable to propose any change in the actuarial rate of interest on which the existing bases of the calculations of the Fund rest. The Supervisory Commission was thereupon requested to continue its examination of the problem.

The Committee had before it a valuable report of the Supervisory Commission in which the cost of a reduction in the basic rate from 4½ per cent. to 3½ per cent. was calculated and arguments for and against a change were carefully examined. After weighing these considerations, the Commission recommended that the position should be left unchanged.

The Fourth Committee concurred with this proposal on the understanding that the Supervisory Commission would continue closely to follow developments and report to the Assembly at such time as it considered a change desirable.

VIII. DRAFT RESOLUTIONS.

36. The Fourth Committee has accordingly the honour to propose that the Assembly adopt the following resolutions:

"I

"The Assembly approves the report of the Fourth Committee and adopts the resolutions and decisions proposed therein.

"II

"The Assembly :

"1. Finally passes the Audited Accounts of the League of Nations for the nineteenth financial period ended December 31st, 1937;

"Takes note of the relevant observations of the Supervisory Commission on the accounts and adopts its conclusions except in regard to the 'Account to cover possible losses', which is to be utilised only in so far as capital losses are incurred.

"2. Passes, for the twenty-first financial period ending December 31st, 1939, the expenditure budget amounting to 32,234,012 Swiss francs and the income budget amounting to 22,799,327·18 gold francs;

"Takes note of the relevant passages of the report of the Supervisory Commission and adopts its conclusions;

"3. Notwithstanding the provisions of Article 38 (a) of the Financial Regulations, decides that the surplus for 1937, amounting to a total sum of 4,558,625·20 gold francs, shall be allotted as follows:

	Gold francs
" (i) To the reduction of the 1937 contributions	2,373,058·77
" (ii) To the reduction of future contributions	1,060,209·78
" (iii) To the Guarantee Fund	240,586·22
" (iv) To the Reserve Fund	884,770·43
	<hr/>
	4,558,625·20

"4. Having considered the first, second and third reports of the Supervisory Commission to the 1938 Assembly:

"(a) Takes note of its recommendations in regard to the responsibility of the League of Nations in connection with organisations placed under its auspices, the estate and renovation accounts;

"(b) Decides that the shares of Paraguay, Guatemala, Honduras, Nicaragua, Italy and Salvador in the Working Capital Fund shall be refunded to them at the moment when their notice of withdrawal takes effect, provided that they have at that time fully discharged their obligations as to League contributions;

"(c) Resolves that the following wording be substituted for the last two lines of paragraph 1 of Article 23 of the Financial Regulations:

" ' . . . and be deducted as appropriations-in-aid from the estimates put forward in the budget, save as otherwise provided in the present Regulations or decided by the Assembly.'

"(d) Approves the scheme proposed by the Commission for assistance to members of the auxiliary staff retiring from the service of the League either upon attainment of the age-limit or through invalidity;

- “(e) Whereas the Secretary-General and the Supervisory Commission do not as yet possess all the factual and legal data necessary to enable them to express any opinion as to the advisability of accepting the bequest made to the League of Nations by the late Patrice de Rencourt;
- “And whereas the acceptance of the bequest in question is likely to involve financial liability for the Members of the League and may therefore, in accordance with paragraph 1 of Article 23 (a) of the Financial Regulations, only be accepted after authorisation by the Assembly:
- “Gives full powers to the Secretary-General, in agreement with the Supervisory Commission, to accept or refuse this bequest or to come to some arrangement in the matter;
- “Empowers him to take any steps—such as resort to the courts of law—as the subsequent development of the situation may render necessary;
- “Authorises him to charge to the 1938 and 1939 budgets, in such form as he may deem most appropriate, the expenses (legal charges, etc.) entailed by the eventual acceptance of the said bequest;
- “(f) Considering that it is essential, with a view to maintaining to the fullest possible extent the activities of the League of Nations, to provide necessary economies in the budget:
- “Is of opinion that this purpose can best be served by a thorough examination of the standing charges in the budgets of the Secretariat and the International Labour Organisation by a special committee of independent persons;
- “Requests the Council to appoint a committee of five persons, including the 1938 and 1939 Chairmen of the Supervisory Commission, and a representative of the Governing Body of the International Labour Office, to examine thoroughly the standing charges in the budgets of the Secretariat and the International Labour Organisation and recommend what economies can be carried out either immediately or in the near future;
- “Requests the Secretary-General and the Director of the International Labour Office to prepare their draft budgets for 1940 in the light of the recommendations of the Committee;
- “(g) Confirming the decision reached by the Council on January 28th, 1938:
- “Decides that the League of Nations shall participate in the New York World's Fair, and votes for that purpose an appropriation of 1,200,000 francs, of which 900,000 francs will be included in the budget for the financial year 1939:
- “And authorises the Secretary-General, without exceeding the total appropriation of 1,200,000 francs, to incur in 1938 expenditure in excess of the sum of 300,000 francs included in the budget for that year, and to procure the funds required for that purpose by drawing upon the Working Capital Fund, which would be repaid at the beginning of 1939 by a charge upon the credits voted in the budget for the financial year 1939.

"5. Adopts the report of the Special Committee on Contributions in the form amended;

"Approves the terms of the arrangements proposed in the report for the settlement of the debt of Albania, Ecuador and Guatemala;

"Approves the recommendations made in the report in the case of China and Cuba;

"Observes that, as regards Austria:

"The First Committee finds that the German Government's letter to the Secretary-General of March 18th, 1938, is not a notice of withdrawal from the League of Nations within the meaning of Article 1, paragraph 3. of the Covenant.

"The obligation to pay contributions during two years is simply the consequence of the fact that a notice of withdrawal from the League under the above-mentioned provision leaves the State which gives such notice with the rights and obligations of a Member of the League during a period of two years.

"Notes that, while the majority of the Members of the League continue to pay their contributions with increasing regularity, a certain number still fail to remit their contributions before the end of the financial year during which they are due;

"Considers that the services of the Special Committee on Contributions are still necessary and therefore renews the term of office of the following members for a further year:

Count CARTON DE WIART (Belgium),

Sir Frederick PHILLIPS (United Kingdom),

M. C. J. HAMBRO (Norway),

M. Stefan OSUSKY (Czechoslovakia);

"Appoints on the Committee: Sir Ramaswami MUDALIAR (India) in place of M. Guani, who has retired."

"6. Considering that the present scale of the allocation of the expenses of the League will cease to be in force on December 31st, 1939:

"Appoints, for the purpose of examining the modifications which should be made in the present scale, a Committee composed of the representatives of the following delegations at the Fourth Committee:

"Argentine, United Kingdom, Canada, France, Greece, India, Iran, Latvia, Mexico, Netherlands, Norway and the Union of Soviet Socialist Republics.

"7. Takes note of the report of the Administrative Board of the Staff Pensions Fund for the year 1938 and of the passages relating to pensions questions in the second report of the Supervisory Commission to the 1938 Assembly;

"Decides to make in the Staff Pensions Regulations the amendments submitted to it by the Supervisory Commission;

"Decides that the practice of valuing the Fund annually by the Consulting Actuary shall continue;

"Takes note of the report on the fifth valuation of the Fund as submitted by the Fund's Consulting Actuary;

"Adopts the accounts of the Fund as submitted by the Auditor;
 "Decides that the contribution of the League to the Pensions Fund for 1939, under Article 7, paragraph (a), of the Staff Pensions Regulations, shall be 9 per cent. of the pensionable emoluments of the members of the Fund.

"8. Appoints as members of the Supervisory Commission for the period ending December 31st, 1941:

M. Carlos Alberto PARDO (Argentine);

M. DE BOISANGER (France),

"For the period ending on December 31st, 1940:

M. Georges DE OTTLIK (Hungary).

"9. The Assembly decides as follows:

"(1) Until the next ordinary session of the Assembly, the Secretary-General and, as regards the International Labour Organisation, the Director of the International Labour Office, acting with the approval of the Supervisory Commission, which may take all decisions by a majority vote, shall have power in their discretion to take any exceptional administrative or financial measures or decisions which appear necessary (including the amendment of administrative or financial regulations) and such measures and decisions shall have the same force and effect as if they had been taken by the Assembly.

"(2) The following 'Special Article' is inserted in the Pensions Regulations:

" 'Special Article.

" "1. The right to receive the "present value" of an annuity in virtue of Article 9, paragraphs 1, 2, 3 and 4 of the present Regulations is suspended from the date of entry into force of the present Article until its revival is decided by the Supervisory Commission, acting by a majority vote, or until the close of the next ordinary session of the Assembly, at which date it shall revive unless otherwise decided by the Assembly. On the revival of the right, officials whose service has terminated since the aforementioned date shall be entitled to exercise such suspended right subject to account being taken of the annuities they have received.

" "1. The present article does not apply:

" "(a) To officials whose service terminated before the article came into force;

" "(b) To officials who had given notice of resignation before September 28th, 1938;

" "(c) To officials retiring as the result of having reached or passed the superannuation age, or as the result of the expiration of the periods for which they were appointed."

"(3) Paragraphs (1) and (2) of the present resolution shall be brought into force by a decision of the President of the nineteenth session of the Assembly, if and when, in his opinion, a state of emergency has arisen."

[Adopted 30th September 1938.]

V.—FIFTH COMMITTEE.

(1) Social Questions.

Following the procedure adopted last year, the report which the Fifth Committee presents to the Assembly on social questions comprises all the subjects considered by the Advisory Committee on Social Questions. The questions of assistance to indigent foreigners and the execution of maintenance obligations are also included.

I. WORK OF THE ADVISORY COMMITTEE ON SOCIAL QUESTIONS.

1. *Organisation and Administration.*

Mention must first be made of certain changes in the composition of the Advisory Committee on Social Questions. The number of Governments represented has been increased by two and that of correspondent members by six.

(a) *Liaison with Other Organisations.*

The Fifth Committee strongly stressed the importance of co-ordinating social services, labour protection services and public health services. Emphasis should also be laid on co-operation between the Advisory Committee on Social Questions, the Health Organisation and the International Labour Office. The Committee is gratified to note the importance ascribed to this co-operation in the Secretary-General's report.

All questions of social service, health, labour and economic conditions are closely interconnected. If, therefore, any real practical and fruitful action is to be undertaken, it is imperative that these questions and the problems they raise should be treated as a whole. The scope of the various organisations of the League is limited, but if their work is to have its full value, some permanent co-ordination must be established between them. Stress was laid on that point this year in the Health Committee. Such co-ordination does in fact exist between the internal administrations of certain countries.

The importance of this question was emphasised by the Fifth Committee, which, on the proposal of the French delegation, urged the establishment of a permanent system of co-ordination between the Advisory Committee on Social Questions, the Health Organisation and the International Labour Office.

Reference was also made to the desirability of establishing co-operation between the Advisory Committee on Social Questions and the Intellectual Co-operation Committee, as a reflection of the relationship that exists in many countries between the educational authorities and the child welfare services.

(b) *Review of Social Questions.*

The publication of a *Review of Social Questions* was approved in principle by the Assembly in 1937. This year, the Fifth Committee expressed its satisfaction that the proposal is to be proceeded with and made a number of suggestions as to the contents of the *Review*. It was agreed that the *Review* should give an account of the work of the League of Nations in the field of social questions, both that which has been done and that which is in contemplation—so as to promote

interest in questions selected for future examination. The *Review* will thus serve the purpose of pooling experience in the field of social work by describing the progress which is being made in different countries.

The hope was expressed that the *Review* would be attractively presented and would be made as interesting as possible. It was suggested that it might be illustrated with advantage. Steps should be taken to make the *Review* known to as large a circle of interested persons as possible through the Press or otherwise. Several delegates offered to do all they could to ensure the wide distribution of the *Review* in their countries.

Some members of the Committee proposed that the *Review* should be published in languages other than French and English, as, for instance, in Spanish and in one of the Scandinavian languages. It was, however, pointed out that, before embarking on so ambitious a scheme, it would be desirable to wait until some estimate could be made of the success of the periodical when published in the two official languages.

From the discussion which took place, it was clear that the idea of publishing such a *Review* had found increased favour during the year and that interest in it had grown since the discussion of this question by the Assembly in 1937. The wish was unanimously expressed that, as soon as the necessary financial provision had been made, steps should be taken to proceed with the publication of the *Review* with the least possible delay.

2. *Child Welfare Information Centre.*

The Child Welfare Information Centre has continued its twofold task of collecting and distributing documentary material relating to child welfare.

It has answered all the requests for information which it has received both from Governments and from private individuals and organisations.

It has published new laws and administrative measures of different countries relating to child welfare as they have come into force. These documents form the "Legislative and Administrative Series" of the Information Centre's publications. In order to facilitate reference to such documents and to show prevailing tendencies, it has published in the form of a printed pamphlet a summary of all the texts which appeared up to the end of 1937 in the Legislative and Administrative Series. A table classifying contents according to both subjects and countries is annexed to the summary.

The Information Centre has analysed, summarised and published the annual reports on child welfare sent to it by forty-one Governments. This documentation was printed because it constitutes useful evidence of the development in child-welfare matters in a large number of countries.

The Centre has transmitted, both to members of the Advisory Committee on Social Questions and to its official correspondents, reneographed notes on questions which appear on the agenda of the Committee or which are likely to be of particular interest to it.

The Information Centre was recently able to begin an important task: the establishment of a card-index of the laws governing the various aspects of child welfare which are at present in force in

different countries. Administrative acts relating to the application of such laws will also appear in the index. The latter will be arranged both according to countries and according to subjects. Hitherto, no attempt has been made to carry out a methodical analysis of all the laws in force for the purpose of compiling a card-index of laws connected with child welfare. The analysis now being made will be an important contribution to the study of child-welfare legislation.

3. *Child Welfare: General Observations.*

The Secretary-General's report emphasises the development of welfare work among the young in certain countries. Governments are assuming fresh responsibilities and are endeavouring to correlate health, social, economic and educational services. There is also a definite trend towards determining the relative importance of each of these services in the life of the individual and at different stages of the development of organised child-welfare work. This trend towards correlation is particularly striking in the branches of social service proper and public health services. This question in particular is of current interest at the present day in countries which have recently been devoting attention to the organisation of social and health services in rural areas and in countries with a mainly agricultural population.

As a result of this tendency, the activities of the voluntary organisations in many countries are at present being directed into other channels. Such organisations no longer discharge the same functions, because these have now been taken over by the Government or the local authorities. In some instances they continue to co-operate with the authorities in various services, while elsewhere they have sought and found other fields of activity, especially of an experimental nature.

In certain countries, however, the voluntary organisations are still responsible for most of the social questions, especially those relating to child welfare and work for young people.

The Advisory Committee on Social Questions has now concluded its study of certain aspects of the following questions: the placing of children in families, the recreational aspects of the cinematograph for the young, and the legal position of the illegitimate child.

(a) *Placing of Children in Families.*

The most important enquiry completed this year in regard to child welfare was the placing of children in families. While the study of this question arose naturally out of the enquiry into the treatment of neglected and delinquent minors, it was not limited to this particular group, but covered the whole problem.

The results of this enquiry will be published in two volumes, the first of which will contain a general critical study of the principles adopted in the placing of children in families and the Advisory Committee's conclusions on this subject, while the second will include detailed descriptions of the organisation of the placing of children in families in various countries.

The Fifth Committee believes that these volumes will be generally welcomed, and expressed its appreciation of the valuable work done by the Advisory Committee in this direction under the inspiration of the three rapporteurs, who collaborated with one another.

(b) *The Cinematograph.*

Recognising the importance of the recreational aspects of the cinema for the mental and moral development of young people, the Advisory Committee has given a good deal of attention to this subject in recent years. Two matters were chiefly considered: the first, how to protect children from harmful films; the second, how to provide special performances with films suitable to the young. While no definite conclusions were reached, the Committee felt that it was important to teach young people to discriminate between good and bad films and to educate their taste for films of high quality. The results of this preliminary examination of the subject have been embodied in a short report which has been published. The Fifth Committee hopes that this interesting report will serve to draw public attention in different centres to an important problem which has been largely neglected.

(c) *Illegitimate Children.*

1.

For several years, the Committee has been examining the position of the illegitimate child from various standpoints. This year, the Committee has had before it an analytical report on the legal position of the illegitimate child. This document, which is to be printed shortly, will constitute the first volume of the general report on the position of the illegitimate child. The study of the social aspect of this question, which is quite as important, has been placed among subjects for future study by the Committee. One of the first points to be examined during this study should be the relative significance of the illegitimate birth rates in different countries. At the same time, a detailed study should be made of the religious, social, economic and other factors which have a bearing on the illegitimate birth rate in any given country. In some countries there is a tendency to assimilate the position of illegitimate to that of legitimate children. In others, however, legislation is not yet being directed towards the same end.

As regards the protection of the unmarried mother, she is not entitled in some countries to a maintenance allowance from the father; sometimes, even the social welfare organisations dealing with the illegitimate child give assistance to the mother only as a secondary consideration. In other countries, on the other hand, there are large organisations, Governmental or voluntary, whose chief concern is the welfare of the unmarried mother and her child, considered as a unit.

It was suggested that the term "illegitimate", which in many countries places an unfair stigma on the child, might well be replaced by the expression "born out of wedlock".

The Fifth Committee recognised the importance of continuing the enquiry into the position of the illegitimate child from the social point of view.

(d) *Future Work.*

The Advisory Committee on Social Questions has placed on its agenda for 1939 the examination of three new questions:

- (a) The principles adopted in the organisation and administration of welfare work among the young, including social assistance;
- (b) The training of persons engaged in social work;
- (c) Family desertion.

As regards the first two questions, the co-ordination of the efforts of the health and social services will doubtless be one of the principal points to be considered. Further, in view of the interest which the authorities are showing in social service, it will be well to raise the question of the training in social service of persons employed in public administrations. Again, it seems important to decide to what extent the various classes of voluntary workers are prepared for the duties they have to perform. Finally, particular attention should be given to the special provisions for welfare work among the young and the training of persons employed in social work in rural areas.

It was suggested that the Sub-Committee which has been asked to make a detailed examination of the enquiry into the training of persons engaged in social work shall consult, not only persons actually engaged in the training of social workers, but also representatives of the institutions which employ them.

As regards the third question—family desertion—the Roumanian delegation expressed its satisfaction at seeing this question on the 1939 agenda of the Advisory Committee on Social Questions. It mentioned particularly the interest taken by women's organisations in different countries of the world in the study of this question. It is probable that, if both social and legal documentary information is collected regarding the international aspect of the question, the Advisory Committee will be in a position to decide in what direction it wishes to pursue its work on this subject.

The Fifth Committee's attention has also been drawn to the connection between the problem of family desertion and the execution of maintenance obligations abroad.

(e) Protection of Children in Time of War.

The Fifth Committee's attention has been drawn to the problem of the protection of children in time of war. This question had been discussed during the last session of the Advisory Committee on Social Questions.

Since that session, the situation has grown worse. The Spanish delegation has described the sufferings of women and children who have been the victims of air bombardment. Mention was also made of the problem of children expatriated from Spain, a large number of whom had been placed in families or colonies in Mexico and the Union of Soviet Socialist Republics, where Spanish children had been received by the Governments, and in Belgium, the United Kingdom, and especially France, where a number of colonies for Spanish children were being maintained by organisations in various countries. The Spanish delegation has expressed its thanks to all who have helped and are helping Spanish children.

Reference was made to the possibility of enlarging the scope of the future work of the Advisory Committee on Social Questions, so as to enable the problem of the protection of children in time of war to be included in the study of the principles of the organisation and administration of child welfare work.

It was further mentioned that the problem of the protection of children in time of war had been referred for study to certain international organisations, which now had it under consideration. In this connection, reference was made to the final paragraph of Resolution XIII of the sixteenth International Red Cross Conference, recommending National Red Cross Societies to bring this question

before their Governments after consulting national organisations specially concerned with the protection of women and children.

4. *Traffic in Women and Children.*

(a) *Progress of International Legislation.*

The Fifth Committee was glad to note that the progress of ratification of the international conventions in the field of traffic in women and children and obscene publications was continuing satisfactorily. The two Conventions of 1921 and 1923 relating to the suppression of traffic in women and children and obscene publications respectively are now applied almost universally. The Committee noted that progress in the ratification of the International Convention of 1933 for the Suppression of Traffic in Women of Full Age is also being maintained and that the Convention is now in force in twenty-five countries. The position with regard to the preparation of a further international instrument—a convention for the suppression of the exploitation of the prostitution of others—is dealt with in a separate report.

(b) *New Form of Annual Reports*

In the opinion of the Fifth Committee, the most important fact since the last Assembly in connection with traffic in women and children was to be found in the preparation by the Advisory Committee on Social Questions of a new questionnaire on traffic in women and children and its substitution by the Council for the former questionnaire. The Advisory Committee was led to take this new step, which had been considered desirable for a number of years, by the fact that the former questionnaire was no longer adequate in view of the important changes that had taken place in the methods by which traffic in women and children is carried on and in the methods adopted by Governments to combat this traffic. The revised questionnaire makes a clearer distinction between the international and national traffic in women and children and endeavours, moreover, to elicit from the various countries the most important information as to the legislative and administrative progress in the prevention and suppression of traffic in the widest sense.

The Fifth Committee expressed the hope that the revision of the form of the annual report would lead to a revival of interest in this questionnaire on the part of the Governments and that this would be reflected in a renewed increase in the number of Governments reporting on traffic in women and children.

(c) *Rehabilitation of Prostitutes.*

The Fifth Committee noted that two of the three volumes prepared by the Advisory Committee on Social Questions in the course of its enquiry on rehabilitation of prostitutes have appeared since its last meeting—*viz.*, a volume on the early lives of prostitutes, and a volume on social service and venereal disease, both published in 1938. The Committee was informed that the third and concluding part, on methods of rehabilitation, was being completed and would be issued at the beginning of 1939.

It was pointed out that past failures to rehabilitate women have in part been due to overlooking or under-estimating the importance of the moral factor, without which no permanent success in rehabilitation is possible.

Attention was drawn to experiments made during the last two years, in Denmark, where a group of prostitutes were placed under mental observation, and it was found that about 20 per cent. of them were weak-minded and about 50 per cent. mentally defective.

Instead of being sentenced according to old methods, they were sent either to mental homes or to families in the country, where they were employed in doing household work. The system has yielded very valuable results.

The Fifth Committee wished to record its appreciation of the appearance and contents of the volumes which had so far been published, and expressed its thanks to the Rapporteur who was appointed by the Advisory Committee on this particular question.

(d) *Prevention of Prostitution.*

The Fifth Committee also took note of the position regarding the preparatory work in connection with the study on the prevention of prostitution, especially of minors, which, in its opinion, followed logically on the previous work of the Advisory Committee in the domain of combating traffic in women and children. The Committee noted the plan of work established by the Advisory Committee, which provides for the assistance of two experts who have collaborated in the work of the Advisory Committee in the preparation of this report. It provides, *inter alia*, for a study of the factors of a physical and psychological nature leading women into prostitution, for an account of direct preventive measures and for a study of the reduction of demand. This last point seemed especially important to the Committee, in view of the growing recognition of the rôle played by artificial stimulation of demand in connection with prostitution.

(e) *Conference of Central Authorities in Eastern Countries.*

The Assembly of the League of Nations in 1937, when discussing the questions raised by the recommendations of the Conference of Central Authorities in Eastern Countries, held under the auspices of the League at Bandoeng in Java in February 1937, gave special attention to the question of the creation of a League of Nations Bureau in the Far East. The object of the bureau was to receive regular reports from all participating countries in regard to traffic in women and children and to circulate those reports to all such countries. It should, moreover, be the duty of the bureau to suggest, for the consideration of the Governments concerned, any measures that might facilitate the collection and distribution of information, and generally to promote co-operation between participating countries in such manner as might appear desirable to those countries. The bureau should make annual reports on its work to the League.

After discussing various methods by which the scheme might be carried out, the Fifth Committee adopted a suggestion that an expert adviser should be appointed by the Council to discuss the matter as soon as possible with the competent authorities of the Governments concerned on the spot. The suggestion was finally adopted by the Assembly.

Unfortunately, when the matter came before the Council in January 1938, the situation in the Far East was such that the Council considered it inopportune to appoint such an expert adviser, as it seemed unlikely that he would find himself in a position to perform his task under

normal conditions. It was therefore decided that the matter should be postponed for the time being, but the Rapporteur was authorised to submit further proposals at a later date.

The Fifth Committee of the Assembly discussed the matter further at its present session. It expressed its regret at the delay that had unavoidably arisen in giving effect to the recommendation of the Bandoeng Conference. The view was expressed by the delegate of China that, events in the Far East having led to important movements of population, the more immediate creation of a Bureau rather than the postponement of such a step would be justified.

Several of the members of the Fifth Committee expressed doubt as to whether there was any need for further consultation with the Governments concerned on the spot, as the proposal had been fully discussed at Bandoeng and agreed to by all the official delegates attending the Conference. There was also ample material relating to the question in the possession of the Secretariat of the League, which had acted as the secretariat of the Conference. In the opinion of the Committee, this doubt regarding the necessity for sending an expert should, however, not preclude further consultation with Governments, especially with those particularly interested in the creation of the Bureau.

The proposal was therefore made that the Advisory Committee on Social Questions should be invited to reconsider the proposal for the creation of a Bureau in further detail at its next session, in June 1939, so that the most effective measures might be taken to carry out the recommendation of the Bandoeng Conference as soon as possible. Amongst the questions specially to be examined by the Advisory Committee might be included, for instance, the question of the place in which the Bureau should be set up, the financial provision necessary for the establishment and maintenance of the Bureau, questions of staff—in fact, any details for the establishment of the Bureau which the Committee might consider appropriate.

II. ASSISTANCE TO INDIGENT FOREIGNERS.

The Fifth Committee examined the question of assistance to indigent foreigners. This question was referred to a Committee of Experts by a decision of the Council on May 20th, 1931 (sixty-third session). This Committee has so far met three times. In the course of its work, it has prepared a draft convention on assistance to indigent foreigners. In accordance with the procedure adopted for the conventions negotiated under the auspices of the League of Nations, this draft convention has twice been submitted to Governments. The results of these two consultations were not such as to justify the Committee of Experts in recommending the convening of a diplomatic conference. Consequently, the council requested the Committee of Experts to propose practical measures on an international scale for the improvement of the precarious position of indigent foreigners.

The Committee of Experts, at its third session, after fully examining the replies and observations submitted to it, drew up a third draft convention constituting a compromise. In view, however, of the recent changes in the political, economic and social sphere, the experts came to the conclusion that, for the moment, the multilateral convention did not seem likely to be a very effective international instrument. It therefore submitted to the Council the text of the third draft of the convention, recommending its submission to the Government as a model convention which might serve as the basis for the conclusion of multilateral or bilateral conventions, and a number of practical recommendations were submitted to the Council.

No doubt a multilateral convention would have been the more effective way in more favourable circumstances. The Fifth Committee feels, however, that, in the present circumstances, it should express its approval of the Committee of Experts' recommendation to the Council to ask the Governments at the end of the period of three years fixed by the Council—*i.e.*, in 1941—to inform it of the effect given to its recommendations.

The second question referred to the Committee of Experts was that of the execution of maintenance obligations abroad. As the international Institute for the Unification of Private Law is preparing a draft international convention on the subject, the Fifth Committee takes note that the Committee of Experts decided to postpone its consideration of the question until it had received the documents in question.

Finally, the Fifth Committee submits to the Assembly the following resolutions:

"I

"The Assembly,

"Considering that health and social problems are closely interconnected, and that in consequence these problems cannot be effectively solved without rational co-ordination of effort and activity:

"Notes that the Advisory Committee on Social Questions, the Health Organisation and the International Labour Office, desirous of avoiding duplication of work and overlapping and of enabling the maximum benefit to be derived from studies now in course of preparation or contemplated for the future, have on several occasions indicated, each with reference to its own field of action, the desirability of such co-ordination;

"Again urges the need for organising a permanent system of co-ordination between those bodies; and

"Requests the Council:

"(a) To determine the methods to be employed in this system of permanent co-ordination between the Advisory Committee on Social Questions and the Health Organisation;

"(b) To instruct the Secretary-General to secure permanent collaboration of a similar kind with the International Labour Office.

"II

"The Assembly,

"Having regard to the delay that has arisen in giving effect to the recommendation of the Conference of Central Authorities in the East that a Bureau of the League of Nations should be created in the East to assist the participating countries in the collection of information and its distribution to them and to perform other functions relating to the traffic in women and children:

"Recommends that the Advisory Committee on Social Questions should be invited to reconsider the proposal in fuller detail at its next session, so that, as soon as it is possible to implement the recommendation of the Conference, the scheme may be carried out in the most effective manner."

[Adopted 29th September 1933.]

(2) Suppression of the Exploitation of the prostitution of others.

The question of summoning an intergovernmental conference to conclude a convention for the suppression of the exploitation of the prostitution of others had been placed on the agenda of the nineteenth session of the Assembly in accordance with a decision of the Council of the League of Nations on September 14th, 1937 (ninety-eighth session).

This convention is intended to fill important gaps left by the existing conventions in the field of combating traffic in women and children drawn up under the auspices of the League—*viz.*, the 1921 Convention for the Suppression of Traffic in Women and Children, now almost universally applied, and the 1933 Convention for the Suppression of Traffic in Women of Full Age, in force in twenty-five countries. The purpose of the proposed convention is to protect persons of full age and of either sex “against procuration for profit even when they consent and are not taken abroad, and also against any other form of exploitation of their prostitution”.

The Fifth Committee strongly felt that the proposed convention, which constitutes a further step forward in the suppression of the exploitation of prostitution, has only been made possible by the success of the League's work in the field of combating traffic in women and children during the nineteen years of its existence.

It will be remembered that the present draft of the convention constitutes the second stage in the development of the question. After a discussion extending over several years, a body of experts appointed by the Traffic in Women and Children Committee prepared in 1936 a draft international convention (first draft) which was referred by the Council to the Governments Members of the League and non-member States as a basis for study.

Replies were received from thirty-four Governments. They were considered in April 1937 by the Advisory Committee on Social Questions, which came to the conclusion that the convention could not be accepted by regulationist countries, and that it would be necessary for the latter to make reservations in respect of the main articles.

A Sub-Committee appointed to study the best means of meeting these difficulties sat in Paris in 1937. Its report, apart from various changes in the text of the first draft of the convention, recommended that regulationist countries should not make reservations at the time of signature, but should make a declaration stating that they were in agreement with the principles of the convention and would endeavour to change their legislation within the next few years. The Council, on September 14th, 1937, instructed the Secretary-General to submit the revised draft (second draft) and the Sub-Committee's comments to the Members of the League and non-member States, with the request that the Governments should send him their observations by May 1st, 1938.

The Council on this occasion also instructed the Secretary-General to place the question of the calling of an intergovernmental conference to conclude a convention on this subject on the agenda of the present session of the Assembly. Up to the opening date of the session of the Assembly, replies from twenty-six Governments had been received. Extracts from which had been circulated to the Members of the League as preparatory documents for the Assembly.

The Fifth Committee took note of the fact that, from the thirty-four answers received by the League regarding the first draft and the twenty-six answers regarding the second draft, it appeared that the majority of the countries that had replied were, in principle, in favour

of concluding such a convention. The Committee noted, however, that such approval was in some cases accompanied by observations, the majority of which were not of a general character, but referred to certain stipulations in individual articles of the convention.

With regard to the position of regulationist countries, a suggestion was made by the French delegate that the convention should be divided into two parts: the first part could be signed and ratified by regulationist countries without delay; the second part, which involved the adoption of a policy of abolition, should remain open for signature during a period of, say, five years, so as to give regulationist countries time to review their internal legislation.

The Committee took note of this suggestion, which will no doubt be taken into account when the final text of the convention is being drawn up by the intergovernmental conference.

During a full discussion of the course that might be pursued regarding the conclusion of such a convention, no dissenting voice was heard as far as the objects and main principles of the proposed convention were concerned, but it was felt that the common purposes might not be served by hastening the convocation of the conference too much. The Committee therefore pronounced in principle in favour of the holding of the Conference, and considered that the year 1940 might be most suitable. This procedure would, in the Committee's opinion, enable the countries considering abolitionist legislation to prepare further steps in this direction, and would also enable the Secretary-General to include provision for the holding of such a conference in the draft budget for 1940, which will be submitted to the next Assembly.

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The Fifth Committee therefore submits to the Assembly the following resolution:

"The Assembly,

"Noting that the majority of the countries which have expressed their views on the two drafts of the convention for the suppression of the exploitation of the prostitution of others have agreed to the object and main principles of the proposed convention;

"Considering that the convention will fill gaps left in the former conventions concerning the traffic in women and children;

"Noting that in a number of regulationist countries legislation is being studied or in preparation which may dispose of certain difficulties that at present prevent some countries from adhering to the convention;

"Expresses itself in favour of the convocation of a conference for the conclusion of a convention for suppressing the exploitation of the prostitution of others;

"Recommends that this conference should be convoked by the Council for 1940; and

"Instructs the Secretary-General to insert the necessary financial provision for such a conference in the draft budget for 1940."

[Adopted 29th September, 1938.]

(3) Penal and Penitentiary Questions.

The Fifth Committee has had before it this year two reports submitted to it by the Secretary-General on penal and penitentiary questions. The Secretary General has recorded the result of the enquiry which was carried out by the International Penal and Penitentiary Commission into the number of prisoners and the steps taken to reduce it, and he has published the information obtained during the past year in regard to all the problems connected with penal and penitentiary questions.

The Fifth Committee's discussion based on this information dealt with the following questions:

I. GOVERNMENT REPORTS ON PROGRESS IN REGARD TO THE TREATMENT OF PRISONERS.

The Governments of France, British India, Norway, Portugal and Sweden supplied, by means of written reports, interesting particulars of the improvements they had made in prison administration. In the course of the discussion in the Fifth Committee, the Roumanian delegate stated that his country had lately introduced new provisions improving the treatment of prisoners. The United Kingdom delegate also announced that His Majesty's Government proposed, during the present autumn, to introduce in Parliament a Bill to reform the treatment of prisoners in England.

The Fifth Committee desires to thank those Members of the League which have been good enough to inform the Secretary-General of the progress they have made in this field, and calls the attention of all Governments to the particulars published, from which it appears that the treatment of prisoners is continually improving under the influence of the Standard Minimum Rules for the Treatment of Prisoners recommended by the League in 1934. The Committee hopes that Governments will continue to keep the League informed of all the improvements they may introduce in their penal and penitentiary systems.

II. NUMBER OF PRISONERS, AND STEPS TAKEN TO REDUCE IT.

In 1936, the Assembly asked the International Penal and Penitentiary Commission to enquire into the number of prisoners over 18 years of age in the various countries and the steps that had been taken in recent years to reduce this number. In June 1938, the Commission submitted its results to the Secretary-General, and they were communicated to Members of the League.

It appears from the information collected by the International Penal and Penitentiary Commission in fifty-three countries that, at the time of the enquiry, about one million persons were under detention. The proportion of prisoners to total population is as follows:

In thirteen countries, the number of prisoners represents less than 0.5 per thousand of the total population;

In seventeen countries, the number of prisoners represents 0.5 to 1 per thousand of the total population;

In seven countries, the number of prisoners represents 1 to 1.5 per thousand of the total population;

In nine countries, the number of prisoners represents 1.5 to 2 per thousand of the total population;

In four countries, the number of prisoners represents 2 to 2.5 per thousand of the total population;

In three countries, the number of prisoners represents over 2.5 per thousand of the total population.

These figures show how widely the position varies. While a large number of countries have under fifty people in jail per 100,000 of population, others have more than 300 prisoners for the same number of inhabitants. But, as stated by the International Penal and Penitentiary Commission, it should be borne in mind that the penal systems and the judicial and penitentiary organisations are very varied and even divergent, so that the respective figures resulting from these different systems, even in cases where the form has been followed without restrictions and without explanatory remarks, are in no way comparable.

The Fifth Committee desires to call the attention of all Governments to these large discrepancies, and recommends them to study the various methods of reducing the number of prisoners that have been reported. Documents A.15.1938.IV and A.24.1938.IV contain a detailed list of these measures, which include in particular the substitution of release on probation for detention, conditional release and suspension of sentences, the reduction of the period of imprisonment on remand or pending trial, the substitution of fines for imprisonment and the giving of time for the payment of fines.

Certain countries state that their prison population has been approximately halved during the past few decades. For instance, the Government of the Argentine Republic remarks that the penal code that came into force in 1921 introduced two novelties—conditional suspension of sentence and conditional release which, it is estimated, have reduced the prison population by more than 50 per cent.

In the course of the discussion in the Fifth Committee, the United Kingdom delegate stated that, twenty-five years ago, the number of persons in prison in England averaged 18,000, whereas it was now 10,000—a reduction of nearly 45 per cent. Twenty-five years ago, some 170,000 men and women went to prison every year in England. Last year, the figure was about 47,000—in other words, nearly 125,000 fewer persons are now sent to prison during a year in England than in 1914. The United Kingdom delegate attributed this improvement to two main causes—to provisions in the law which require courts to give offenders who have been fined time to pay their fines before imprisonment is decided upon, and to extended use of the probation system, by which offenders, instead of being sent to prison, are placed under the supervision of well-qualified probation officers.

The Fifth Committee recommends that the prison administrations of all countries should make a detailed study of the measures described in the report of the International Penal and Penitentiary Commission and in that of the Secretary-General of the League. These measures tend to reduce the number of prisoners very considerably, and, at the same time, have the advantage of introducing more rational measures for the rehabilitation of prisoners.

III. POSITION OF ALIENS AND STATELESS PERSONS RELEASED FROM PRISON.

At the request of the last Assembly, the seventh International Conference for the Unification of Penal Law, which was held at Cairo early this year, considered the position of aliens and Stateless persons released from prison, and offered an opinion on possible ways of improving the precarious position of an alien or Stateless person who leaves prison.

In some countries, such persons are taken to the frontier and forced to make an illegal entry into a neighbouring country. This practice, which affects a large number of persons, is liable to force them into a permanent life of delinquency and to make them pariahs or outlaws.

The Seventh International Conference for the Unification of Penal Law devoted a large part of its proceedings to the study of this problem, and the Fifth Committee desires to thank the Conference for its numerous suggestions.

Feeling that a large number of legal questions were involved, the Fifth Committee asked the First Committee of the Assembly for its opinion. In consequence of this, there was also a discussion in the First Committee on the position of aliens and Stateless persons released from prison. In a letter from the Chairman of this Committee, dated September 23rd, 1938, this discussion is summarised as follows:

"In the course of the discussion in the First Committee, an exchange of views took place on the various legal aspects of the problem under consideration. The general trend of opinion seemed to be that the problem should be limited to condemned aliens or Stateless persons released from prison. The First Committee further recognised that, in view of the multifarious difficulties arising out of this serious problem, with which no single Government can adequately deal, the problem should be examined on international lines.

"As to the expediency of having it investigated by the League of Nations, the First Committee is of opinion that it would be desirable in the first place to consult the Governments, and that they might accordingly be sent the documents that have been submitted to the Assembly, or extracts therefrom, and the Minutes of the discussions in the Fifth and First Committees."

As the result of the discussion that took place in the Fifth Committee on this question, it appeared that delegates agreed to the procedure proposed by the First Committee—that the Secretary-General should be asked to convey to the States Members of the League the information published, together with the Minutes of the Fifth and First Committees, summarising the discussion that had taken place this year on the position of aliens and Stateless persons released from prison. The Governments would be asked to let the Secretary-General have, in due course, their observations on the proposals made by the Seventh International Conference for the Unification of Penal Law and by the delegates to the First and Fifth Committees of the Nineteenth Assembly, so that the next Assembly could come to a decision as to the action to be taken in response to the various suggestions.

IV. TREATMENT OF WITNESSES AND PERSONS AWAITING TRIAL.

At the request of the last Assembly, the Secretary-General, during the past year, consulted certain technical organisations as to the measures that might be proposed for the purpose of protecting witnesses and persons awaiting trial against the use of violence or any other forms of physical or mental constraint. The International Penal Law Association, the Howard League for Penal Reform and the International Law Association sent in interesting observations, and the International Penal and Penitentiary Commission and the International Bureau for the Unification of Penal Law stated that they were investigating the question.

Attention was drawn by the United Kingdom delegate to the great variations in the number of prisoners under remand or awaiting trial in different countries as disclosed by the report of the International Penal and Penitentiary Commission. In some countries, one out of

every two prisoners is awaiting trial; in others, the proportion is one to twenty or even twenty-five. It appeared to the United Kingdom delegate that there is urgent need for bringing prisoners to trial as soon as possible, so as to avoid the need for long periods of imprisonment.

The United Kingdom delegate also emphasised the importance of making a fundamental difference between the treatment of persons on remand and offenders who have been tried and found guilty. Persons on remand ought not to be left in the custody of the prosecuting authority, but committed to the care of an independent authority, such as a prison authority.

The Fifth Committee could not help noticing that the study of this problem is not so far advanced that conclusions can be drawn at the present stage. It asked the Secretary-General to invite the above-mentioned technical organisations to continue their enquiries in concert, so that next year they may be able to submit a joint memorandum summarising all the various suggestions on this question.

V. PROGRESS REPORTS OF TECHNICAL ORGANISATIONS.

For many years past, the League has kept in close contact with certain international organisations concerned with penal and penitentiary questions. Every year, those organisations are asked to submit reports on their work for inclusion in the Secretary-General's report to the Assembly on penal and penitentiary questions. This report records the valuable activities of those technical organisations during the past year, and shows the manner in which they continue to assist the League in its work on penal and penitentiary questions.

The Fifth Committee wishes to tender its thanks to the International Penal Law Association, the International Bureau for the Unification of Penal Law, the International Penal and Penitentiary Commission, the International Criminal Police Commission, the Howard League for Penal Reform, and the International Law Association for their tireless co-operation, and, at the same time, to congratulate them on their excellent work during the past year.

VI. LEAGUE BODIES DEALING WITH QUESTIONS AFFECTING PENAL LAW DURING THE PAST YEAR.

In this connection, the Secretary-General's report makes mention in particular of the work of the Intergovernmental Conference which met under the auspices of the League in November 1937 and drew up a Convention for the Prevention and Punishment of Terrorism and a Convention for the Creation of an International Criminal Court. The first of these Conventions has so far been signed by twenty-four and the second by thirteen countries. The Committee would like to remind Governments of the existence of these two international instruments and to press them to accede to them or expedite their ratifications.

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On behalf of the Fifth Committee, I have the honour to submit to the Assembly, for adoption, the following draft resolution:

"The Assembly adopts the report of its Fifth Committee on penal and penitentiary questions."

[Adopted 29th September, 1938.]

VI.—SIXTH COMMITTEE

(1) Application of the Principles of the Covenant.

(a) QUESTIONS RELATING TO ARTICLE 16 OF THE COVENANT.

In dealing with this problem, the Sixth-Committee has had before it the statements and observations made during the session of the Committee of Twenty-eight, during the general debate in the present Assembly and during the meetings of the Committee itself. These statements and observations are of the greatest importance, both to the League as a whole and to its individual Members; and it would be beyond the scope of the present report to attempt to make a summary or to give a general description of their contents.

No proposal to amend the Covenant was made to the Committee, and the principles of the Covenant remain unaltered. It is clearly the general view that those principles are right and sound. It was emphasised that recourse to war against a Member of the League, whether immediately affecting any other Member of the League or not, is a matter of concern to the whole League and could not be considered as one in regard to which the Members are entitled to adopt an attitude of indifference, and that, should such a situation arise, there would be consultation between them.

The declarations and observations referred to above have set forth the views held by the Governments in whose name they were made as to the application of the principles of the Covenant, and have in many cases taken the form of statements defining the attitude adopted by those Governments in regard to the obligations which, in their view, membership of the League carries with it in existing circumstances, and in the light of the experience gained and of the practice followed in respect of the application of Article 16.

There is general agreement that the military measures contemplated in Article 16 are not compulsory. As regards the economic and financial measures, many Members of the League have stated that they could not in present conditions consider themselves bound automatically to apply such measures in any conflict. Some other Members expressed the contrary view.

In these circumstances, the Committee has decided to annex to the present report all the declaration and observations on the subject which have been made before the Assembly and the Committee, without expressing any opinion on their contents or on a *de facto* situation which, according to certain delegations, is thus created. The Committee decided to propose that the Assembly should communicate the present report, with its annexes, to all the Members of the League for their information.

In conclusion, therefore, the Committee submits to the Assembly the following draft resolution:

"The Assembly decides to communicate the present report, together with its annexes,* to all the members of the League."

[Adopted 30th September, 1938.]

* Not reprinted.

(b) ARTICLE 11 OF THE COVENANT.

The Sixth Committee, having before it the report of the Committee of Twenty-eight, considered, among other questions, that of Article 11 of the Covenant.

On that subject, the United Kingdom delegate submitted a draft resolution dealing with the unanimity rule as applied to paragraph 1 of Article 11. This resolution was preceded by a statement in the nature of a commentary.

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1. The United Kingdom proposal is solely concerned with paragraph 1 of Article 11 of the Covenant, which contemplates the eventuality of a war or threat of war.

The proposal covers two possible cases: that in which the Council should express an opinion or adopt a report concerning the facts of the dispute; and that in which it should recommend measures of a precautionary character. It must be clearly realised that such precautionary measures as might be recommended by a Council resolution adopted without the consent of the parties to the dispute would be measures to be taken, not by the parties, but by others, and obviously would not have to be carried out in the territory of the parties.

2. The application of Article 11 on such lines would have two advantages: it would confer greater authority on the opinions expressed by the Council; and it would render it easier to take precautionary measures, by making it impossible for the opposition of the parties to prevent the passing of the resolution recommending such measures. It was, however, pointed out during the discussion that the practice already followed by the Council yields results approaching those aimed at by the United Kingdom proposal.

3. The object of the proposal is not to abolish the general unanimity rule by substituting a relative or qualified majority for unanimity.

In expressing its opinion on this question, the Assembly will in no sense be interfering with the freedom of judgment of the Council, whose duty it is to apply paragraph 1 of Article 11 of the Covenant.

4. In no case could this proposal have the effect of imposing on any Member of the League a decision taken by other Members. The settlement of a dispute under Article 11 will still invariably be a settlement by conciliation, which necessarily presupposes the agreement of the parties.

5. The discussion in the Sixth Committee revealed certain differences of opinion; but the general feeling of the Committee was in favour of the United Kingdom's draft resolution, which was amended slightly by the Rapporteur as the outcome of the discussion.

DRAFT RESOLUTIONS.

"The Assembly,

"Having regard to the opinions expressed by certain delegations on the unanimity rule laid down in Article 5, paragraph 1, of the Covenant, as applied to paragraph 1 of Article 11;

"Without prejudging any question of principle as to the effect of that rule and without prejudice to the Council's freedom of judgment:

"Expresses the view that, in cases in which a dispute is referred to the Council under paragraph 1 of Article 11, the Council may, with the consent of all its Members other than the parties to the dispute:

"(1) Express an opinion or adopt a report concerning the facts of the dispute;

"(2) Make recommendations as to the measures to be taken by the Members of the League, other than the parties to the dispute, to safeguard peace."

[Not Adopted.]

(c) QUESTION OF THE SO-CALLED SEPARATION OF THE COVENANT FROM THE PEACE TREATIES.

This was one of the subjects considered by the Committee of Twenty-eight for the Application of the Principles of the Covenant and referred by that Committee, during the course of the eighteenth session of the Assembly, to a Committee of Ten Jurists. This last Committee framed a report which was communicated to all the Members of the League on October 21st, 1937.

The Committee of Ten, in submitting its report, emphasised that it was not called upon to propose any modification of the actual Treaties of Peace made after the war of 1914—1918, as this did not come within the competence of the League of Nations; nor was it called upon to deal with the powers conferred on the League by these treaties. Its rôle was merely to suggest: (1) the method by which the League might, if it so desired, exercise its powers of amending the Covenant under the procedure established by Article 26 in order to eliminate certain expressions in the Covenant which might contribute to estrange or induce States to stand aloof from the League; (2) the method by which the Assembly might modify certain possible misunderstandings as to the essential characteristics of the Covenant itself.

The Committee of Ten also stated that it had confined itself to the legal aspects of the problem and had limited its proposals to the changes required to meet the above objects, altering the existing text of the Covenant as little as possible.

In submitting the report of the Committee of Ten to the Committee of Twenty-eight, its Chairman, M. Gorgé, was also at pains to emphasise that the Committee had carried out its task from a technical standpoint and had not desired to express views on the political aspects of the problem. The question whether it was desirable to expunge from the Covenant what might be described as the verbal relics of a state of affairs which had ceased to exist was essentially a political issue which did not appertain to the Committee of Jurists.

The Committee of Jurists, in its report, proposed a number of amendments to the Covenant in order to achieve the objects mentioned above, and also included the draft of a resolution on the subject for eventual adoption by the Assembly if the proposal met with general approval.

This question was brought up in the Sixth Committee by the delegate of the United Kingdom, Mr. R. A. Butler, who said that fears had been expressed as to the desirability of a situation in which the Covenant, in its spirit essentially an instrument having an existence of its own, remained at present exclusively embodied in various treaties drawn up after the war. He suggested that, in order to remedy this situation, the proposal of the Committee of Ten Jurists referred to above should be adopted, together with the draft resolution suggested by it.

The delegate of Roumania, M. Pella, stated that he would support the United Kingdom proposal provided it was clear that it did not relate to anything more than the adoption of the proposals of the Committee of Ten Jurists. He pointed out that the phrase "separation of the Covenant from the Peace Treaties" was quite unsuitable and might cause misunderstanding. It had not been used at all by the Committee of Jurists. It was not within the competence of the League to negotiate even a formal modification of the structure of the Peace Treaties, only the contracting parties being competent to effect such a modification. On the other hand, no amendment of the Covenant could in any way affect the legal force or moral value of the Peace Treaties.

In reply, the United Kingdom delegate expressed entire agreement with what had been said by M. Pella on the question of the Peace Treaties. He said emphatically that the United Kingdom proposal related solely to the adoption of the report of the Committee of Jurists. No question of principle was involved, but only one of form. On receiving these assurances, M. Pella expressed himself as ready to support the United Kingdom proposal.

There was no further discussion and the proposal of the United Kingdom may therefore be considered as having met with general approval.

Attached to the present report will be found the texts of two resolutions. The first is that proposed by the Committee of Jurists. The second is the draft of a resolution in which, in accordance with recognised practice, the Assembly would actually adopt the proposals of the Committee of Jurists as regards making certain amendments to the text of the Covenant.

These amendments will subsequently be embodied in a Protocol, which will come into force when ratified in the manner provided for by Article 26 of the Covenant, namely: "by the Members of the League whose Representatives compose the Council and by a majority of the Members of the League whose Representatives compose the Assembly".

DRAFT RESOLUTION NO. I

"The Assembly,

"Considering that, whatever the procedure be whereby various States have entered or may enter the League of Nations, the Covenant is a constitution common to all the Members of the League, regulating their relations with the object of developing co-operation between them and assuring them peace and security;

"Considering that, from the first, the Covenant has had an independent existence which is expressed in particular:

"(1) In its essential purpose, which is to establish a permanent institution;

- "(2) In the existence of an Assembly and Council, through the instrumentality of which League action is effected;
- "(3) In the procedure provided by the Covenant for admission into the League of Nations;
- "(4) In the power given to Members of the League to amend the Covenant in conformity with the provisions of Article 26;
- "Considering that Members of the League of Nations have the same rights whatever be the date and method of their entry into the League;
- "Desiring, after having thus indicated these essential characteristics of the Covenant, to remove certain difficulties arising out of a number of expressions employed therein, which, if they were to remain, might be considered an obstacle to the entry of other States into the League of Nations;
- "Noting that, in order to attain this end, certain amendments should be introduced into the Covenant according to the procedure of Article 26, amendments which alter neither the real effect nor the spirit of the Covenant and which, it is hoped, will be promptly agreed to by Governments;
- "Believing that the proposed amendments will meet the desire to extend the membership of the League of Nations;
- "Decides:
 - "(1) To recommend to Governments of Members the prompt ratification of the Protocol embodying the amendments referred to above;
 - "(2) To request the Secretary-General to communicate the present resolution and the text of the said amendments to Members of the League and to States non-members to be named by the Council."

DRAFT RESOLUTION NO. II

"The Assembly adopts the following resolution for the amendment of the Preamble, of Articles 1, 4 and 5, and of the Annex to the Covenant.

"Preamble.

"The Preamble shall read as follows:

- " 'In order to promote international co-operation and to achieve international peace and security,
- " 'by the acceptance of obligations not to resort to war,
- " 'by the prescription of open, just and honourable relations between nations,
- " 'by the firm establishment of the understandings of international law as the actual rule of conduct among Governments, and
- " 'by the maintenance of justice and a scrupulous respect for all treaty obligations in the dealings of organised peoples with one another,
- " *'This Covenant has been adopted for the establishment of the League of Nations.'*"¹

¹ The amendments are printed in italics.

"Article 1.

"Paragraph 1 shall be struck out

"Paragraph 2 shall become paragraph 1 and shall read as follows:

" '1. Any fully self-governing State, Dominion or Colony *not being a Member of the League of Nations* may become a Member thereof if its admission is agreed to by two-thirds of the Assembly, provided that it shall give effective guarantees of its sincere intention to observe its international obligations, and shall accept such regulations as may be prescribed by the League of Nations in regard to its military, naval and air forces and armaments.'

"Paragraph 3 shall become paragraph 2.

"Article 4.

"Paragraph 1 shall read as follows:

" '1. The Council shall consist of *Members of the League of Nations entitled to a permanent seat on the Council,* and of other Members entitled to a temporary seat thereon. The latter* shall be selected by the Assembly from time to time at its discretion.'

"* (The Members of the League entitled to a permanent seat on the Council on September 30th, 1938, were the United Kingdom of Great Britain and Northern Ireland, France, Italy and the Union of Soviet Socialist Republics.)"

"Paragraph 2 shall read as follows:

" '2. *In addition to the Members of the League that have a permanent seat*, the Council may, with the approval of the majority of the Assembly name additional Members of the League whose Representatives shall always be members of the Council; the Council with like approval may increase the number of Members of the League to be selected by the Assembly for representation on the Council.'

"Article 5.

"Paragraph 1 shall read as follows:

" '1. Except where otherwise expressly provided in this Covenant or by agreements conferring certain powers on the *League of Nations*, decisions at any meeting of the Assembly or of the Council shall require the agreement of all the Members of the League of Nations represented at the meeting.'

"Annex.

"The first part of the Annex shall be omitted."

[Adopted 30th Sept. 1938.]

(d) COLLABORATION BETWEEN THE LEAGUE AND NON-MEMBER STATES.

This was one of the subjects originally considered by the Committee of Twenty-eight for the Application of the Principles of the Covenant. Lord Cranborne, who was appointed Rapporteur to that Committee for this question, drew up a report which was adopted by the Committee and distributed to the Members of the League on February 22nd, 1938.

The United Kingdom representative on the Sixth Committee, Mr. R. A. Butler, drew the attention of the Committee to the above-mentioned report, together with the report which Lord Cranborne had also drawn up for the Committee of Twenty-eight on the subject of the participation of all States in the League. Mr. Butler pointed out the connections between these two reports, and referred to the observation of Lord Cranborne that, if the chances of attaining universal membership of the League appeared remote, the question of collaboration with non-members would become of special importance.

Mr. Butler observed that it had unfortunately become increasingly clear that the realisation of universal membership was still far from being attained and that the League must for the present rest content with developing its means of co-operation with non-members. As a preliminary step to this end, he proposed that the views of non-members themselves should be sought and suggested, for the adoption of the Committee, a resolution, which is attached hereto.

The proposals of the United Kingdom delegate, together with the text of the attached resolution, did not give rise to any discussion and may be taken therefore as having secured the general approval of the Committee.

Resolution.

"The Assembly,

"Having noted the report submitted to it by the Committee of Twenty-eight on the Application of the Principles of the Covenant concerning the collaboration of non-member States in the work of the League;

"Recognising that since the foundation of the League a series of technical and non-political activities have been established of which the scope is in some cases world wide:

"Re-affirms with approval that it has been the consistent policy of the League to invite the collaboration of non-member States in such work;

"Notes with satisfaction that the response to this invitation has steadily increased;

"Believes that it is in the universal interest that such collaboration be developed;

"Considers that any comment or suggestion for the wider development of such technical and non-political collaboration which non-member States may care to make would be welcomed by the Members of the League represented at the Assembly;

"Requests the Secretary-General to transmit this resolution to non-member States."

[Adopted 30th Sept. 1938.]

(2) International Assistance to Refugees.

The Assembly has referred the question of international assistance to refugees to the Sixth Committee.

The Sixth Committee has set out the results of its discussions in the following five draft resolutions and in the brief remarks that precede them.

.1

1. In accordance with the Assembly resolutions on the question, the Office of the High Commissioner for Refugees coming from Germany and the Nansen International Office for Refugees are to be discontinued as from December 31st, 1938.

The Nansen Office is legally empowered to wind itself up, and has sole responsibility for the measures to be taken for that purpose. In accordance with custom, the Governing Body of the Office will doubtless appoint one or more liquidators duly qualified to act after the dissolution of the Office.

The High Commissioner, whom it is proposed to appoint under Resolution No. 1 below, represents a new appointment entirely independent of the institutions which are to be discontinued at the end of this year. In particular, he is not the legal successor of those institutions. He may accept any sums in cash offered to him by the Nansen Office; but he will have no power to agree to the transfer to him of all or part of the Office's liabilities or claims.

2. Paragraph 1 of resolution No. 1 provides that the future High Commissioner shall deal with refugees hitherto coming under the Nansen Office and the Office of the High Commissioner for Refugees coming from Germany.

The latter was empowered by a resolution of the Council of the League of Nations, dated May 14th, 1938, "to interpret his mandate as applying to refugees coming from Austria, until a final decision on the subject has been taken by the Assembly at its next session".

If it approves this report, the Assembly will at the same time be confirming the above Council resolution, so that both the mandate of the High Commissioner for Refugees coming from Germany and that of the future High Commissioner will have to be interpreted as covering the refugees referred to in the said resolution of May 14th, 1938.

3. In Paragraph 4 of the aforesaid resolution No. 1, it is provided that the future High Commissioner shall maintain such contact as may seem necessary with the Intergovernmental Committee in London.

Here it should be pointed out that the resolution adopted by the Intergovernmental Committee at Evian on July 14th, 1938, which was communicated to the League on July 15th, was further elucidated at a meeting of the Committee in London on August 4th, 1938. It now appears that the League of Nations High Commissioner will be invited to be represented at the meetings of the Committee at which questions concerning the admission of involuntary emigrants into countries of refuge and settlement, and questions concerning the work of the private organisations, are under discussion.

4. It is provided in paragraph 6 of resolution No. 1 that the High Commissioner shall be assisted by a Deputy High Commissioner and a small staff.

It may here be suggested that the organisation might be somewhat as follows: Deputy High Commissioner; two secretaries; four shorthand-typists; one office-keeper.

5. The annual League grant, to which the League's financial assistance to the High Commissioner is limited for the current year, covers the salaries of the Deputy High Commissioner, staff and foreign representatives, together with all the High Commissioner's other expenses, such as travelling expenses, rent and office expenses. It also covers such expenses as may be occasioned by representation abroad.

It will be seen from paragraph 2 of resolution No. 2 that the amount of the grant for the year 1939 is 224,500 Swiss francs. In future, the High Commissioner will submit his proposals to the Assembly in regard to the annual League grant.

6. Between the present session of the Assembly and January 1st, 1939, when the future High Commissioner will take up his office, there will be a transitional period which the High Commissioner can use for taking steps to set up the new organisation. This point is dealt with in resolution No. 3. The sum therein mentioned is intended to cover the future High Commissioner's emoluments and all his necessary expenses.

The Nansen Office and the High Commissioner for Refugees coming from Germany will doubtless give the future High Commissioner every assistance in their power during this transitional period.

II

Resolution No. 1.

"The Assembly,

"Having regard to its previous resolutions under which the Nansen International Office for Refugees and the Office of the High Commissioner for Refugees coming from Germany are to be discontinued as from December 31st, 1938;

"Adopts the following arrangements:

"1. A High Commissioner of the League of Nations shall be constituted to deal with refugees hitherto coming under the Nansen International Office and the Office of the High Commissioner for Refugees coming from Germany.

"2. The High Commissioner's duties will be as follows:

"(a) To provide for the political and legal protection of refugees, as entrusted to the regular organs of the League by paragraph 3 of the Assembly's decision of September 30th, 1930;

"(b) To superintend the entry into force and the application of the legal status of refugees, as defined more particularly in the Conventions of October 28th, 1933, and February 10th, 1938;

"(c) To facilitate the co-ordination of humanitarian assistance;

"(d) To assist the Governments and private organisations in their efforts to promote emigration and permanent settlement.

- "3. The High Commissioner shall report to the Assembly annually on his work.
- "4. In the performance of his duties:
- "(a) The High Commissioner shall keep in close touch with the Governments concerned and the competent official bodies, and shall maintain relations with the Inter-governmental Committee in London;
- "(b) He shall establish contact, in such manner as he may think best, with private organisations dealing with refugee questions.
- "5. The High Commissioner shall have no power to enter into any legal commitment whatsoever on behalf of the League of Nations: the League assumes no responsibility, legal or financial, in respect of his activities.
- "6. The High Commissioner shall appoint a Deputy High Commissioner and a small staff to assist him. The Deputy High Commissioner shall not have the same nationality as the High Commissioner.
- "The High Commissioner shall consult the Governments of the principal countries of refuge as to the need for appointing representatives therein. Should they agree, he may appoint to those countries representatives approved by them.
- "Neither the members of the High Commissioner's staff nor the aforesaid representatives or their assistants may be refugees or former refugees.
- "7. The grant from the League of Nations shall be appropriated for the High Commissioner's administrative expenses, including the emoluments of the Deputy High Commissioner, the staff and the representatives, if any. It may in no case be employed for the relief and settlement of refugees. It shall be fixed by the Assembly year by year.
- "8. The High Commissioner may accept funds from Governments or private sources; he may likewise accept any sums that may be offered to him by the Nansen International Office for Refugees.
- "He shall not himself directly provide assistance to refugees, but shall allot the aforesaid funds among such organisations and such official bodies, if any, as he may consider best qualified to administer such assistance.
- "The accounts in respect of these funds shall be periodically audited by the Auditor of the League of Nations. For the information of the Assembly, the High Commissioner shall include in his annual report a statement of his activities in this field.
- "9. The High Commissioner and his organisation shall have their headquarters in London.
- "10. The High Commissioner shall be appointed for five years from January 1st, 1939."

Resolution No. 2.

"The Assembly,

"Having regard to its resolution No. 1 adopted to-day, concerning international assistance to refugees:

"Adopts the following arrangements:

"1. The High Commissioner's annual salary shall be 45,000 Swiss francs.

"2. The grant made by the League for the year 1939 under paragraph 7 of the aforesaid resolution is fixed at 224,500 Swiss francs."

Resolution No. 3.

"The Assembly,

"Having regard to its resolutions Nos. 1 and 2 adopted to-day concerning international assistance to refugees:

"Allots to the future High Commissioner an inclusive allowance of 20,000 Swiss francs to cover his expenses and emoluments for the period that will elapse between the date of this resolution and January 1st, 1939, when he takes up the duties of High Commissioner."

Resolution No. 4.

"The Assembly,

"Having examined the reports of the Governing Body of the Nansen International Office for Refugees and the High Commissioner for Refugees coming from Germany:

"Expresses its appreciations of the tireless energy and devotion displayed by Judge Hansson, Sir Neill Malcolm, and their assistants, in the performance of their mission for the benefit of the refugees, and tenders to them its heartiest thanks for their distinguished services;

"Pays a like tribute to the members of the Managing Committee and the Governing Body of the Nansen Office, who have made an effective contribution to the work of assistance;

"And expresses the hope that the utmost possible use will be made by the future High Commissioner of the experience gained by the officials of the Nansen Office and the Office of the High Commissioner for Refugees coming from Germany, and that, if possible, places may be found in the Secretariat of the League of Nations or the International Labour Office for those of them of whose services the High Commissioner is unable to make use."

Resolution No. 5.

"The Assembly,

"In view of its resolutions Nos. 1, 2 and 3, taken to-day regarding international assistance to refugees:

"Adopts the following provisions :

"(1) Sir Herbert Emerson, G.C.I.E., K.C.S.I., C.B.E., is appointed High Commissioner of the League of Nations for Refugees;

"(2) This appointment is made for five years as from January 1st, 1939."

[Adopted 30th Sept. 1938.]

(3) Mandates.

In response to a proposal by its General Committee, the Assembly decided, in accordance with its traditional practice, to refer to the Sixth Committee the chapter of the Secretary-General's report relating to mandates questions.

The Committee thus had occasion, as in previous years, to review the activity of the mandatory Powers, the Council and the Permanent Mandates Commission since the last session of the Assembly. The salient points of that activity were brought out in the course of the discussion, a detailed account of which will be found in the Minutes.

It was agreed that the mandate system continues to give, as a whole, noteworthy results, which may be placed to the credit of the League.

The discussion once again centred mainly on Palestine, where serious disturbances still continue. Emphasis was laid on the urgent need to solve the problem of the future status of that territory—a problem that is rendered particularly complex by the importance attached on the one hand to the National Home for the Jewish populations scattered throughout the world and, on the other, to the safeguarding of the rights of the autochthonous population. Several suggestions were made, all designed to reconcile the interests involved. The solution by "partition", the study of which the mandatory Power has been authorised to continue, gave rise to divergent comments, sometimes amounting to fundamental objections. The United Kingdom delegate, on behalf of the mandatory Power, took note of the observations made in the course of the discussion, and, referring to the statements he had made in the Council on September 17th, 1938, pointed out that the Palestine problem as a whole was *sub judice*.

The recent political evolution of Syria and Lebanon was also brought up during the discussion. In that connection, the delegate of France mentioned the fact that negotiations were carried on between the mandatory Power and the mandated States of the Levant.

Draft Resolution.

"The Assembly :

"(a) Takes note of the activity of the mandatory Powers, the Permanent Mandates Commission and the Council concerning the application of the principles laid down in Article 22 of the Covenant and in the texts of the mandates;

- “(b) Renews the expression of confidence in them voted by previous sessions of the Assembly, and pays a tribute to the results they have achieved, thanks to a close and frank co-operation which it is essential to maintain;
- “(c) Expresses the hope that the problems relating to Palestine may be solved in the near future, account being taken of all the legitimate interests at stake.”

[Adopted 26th Sept. 1938.]

(4) Situation in Spain: Proposal by the Spanish Government relating to the withdrawal of non-Spanish Combatants.

I. The Assembly expresses the hope that the Council will place on its agenda the proposal submitted to the Assembly on September 21st, 1938, by the Spanish delegation and will consider it in the light of the discussions which have taken place in the Sixth Committee.

II. The Assembly also draws the attention of the Council to the discussion on the Norwegian delegation's proposal submitted to the Sixth Committee on September 28th.

[Adopted 30th Sept. 1938.]

VII.—SEVENTH COMMITTEE AND JOINT SECOND AND SEVENTH COMMITTEE.

(1) Nutrition and Housing.

The Second and the Seventh Committees sat in joint session to consider the related topics of nutrition and housing.

I. NUTRITION.

The discussion of nutrition revealed the continued growth of public interest in this important topic and the general appreciation of the significant results already achieved through the work of the League in this field. The two Committees were informed that, largely as a result of the recommendation of the Mixed Committee, National Nutrition Committees had already been organised in nineteen countries, including several non-European countries; and that a meeting of the representatives of these National Committees for an exchange of views on matters of common interest had been arranged to take place in October 1938. The two Committees regarded this result as a remarkable tribute to the work of the Mixed Committee. The hope was expressed that the deliberations of the October meeting would be of assistance to the *European Conference on Rural Life*.

The discussion was marked by interesting statements from the representatives of several non-European States and by the desire which was manifested for the development of technical collaboration between the League and non-European countries in this field.

Thus, the Indian representative recalled that the Intergovernmental Conference of Far-Eastern Countries on Rural Hygiene had stressed the importance of the problem of nutrition in the East, and he stated

that important work was being done by the Nutrition Advisory Committee of the Indian Research Fund Association and the nutrition laboratories at Coonoor.

The Australian representative informed the Committees of the results of investigations recently undertaken by the Advisory Committee on Nutrition, which showed that a very real problem of malnutrition existed in certain sections of Australia. He recommended that the Technical Commission of the Health Organisation should give consideration to the laying-down of adequate standards of nutrition for temperate zones outside Europe, and also for tropical and sub-tropical areas. He also suggested that attention should be given to the need for information on methods of making good the nutritional deficiencies in individual areas in the most efficient and economic manner.

The Canadian representative also thought that, in recommendations regarding dietaries, special attention should be paid to the protective foods locally available.

The technical Organisations of the League will, no doubt, continue to take cognisance of the importance of the nutrition problem in non-European countries in the further development of their programmes of work. Collaboration of this sort could be furthered by the periodic assembly of the representatives of National Nutrition Committees of countries in which the nutrition problem is broadly similar in character, and we propose a resolution to this end. Our attention has also been drawn to the desirability of authorising the Council to invite to such meetings the representatives of bodies which, while not National Nutrition Committees, nevertheless carry on similar work; we also propose a resolution to give effect to this suggestion.

The Health Organisation continues, meanwhile, to develop and extend its important work in this field. The work of the Technical Commission on Nutrition, comprising the most prominent specialists of the science of nutrition, is familiar. The Commission is continuing systematically to carry out a scheme of research which is gradually throwing light both on the essential function of various nutritional constituents in body-building and body-maintenance and on the actual condition of nutrition among certain representative population groups in a number of countries. In a recent report, the Commission gives fuller data on the minimum requirements of protective foods in man, thus elucidating, for the benefit of public authorities, certain still obscure aspects of nutritional science.

In the same report, the technical Commission has cleared the ground for further investigations into specific conditions of nutrition. Field enquiries will necessarily be involved; but, if their results are to be comparable, the methods to be followed must be standardised in advance. Accordingly, taking up a suggestion made by the representatives of National Nutrition Committees, the Commission is now engaged in completing a guide for investigations into the actual food consumption of certain selected population groups. It further recommends that the enquiries should include somatometric and physiological examinations carried out at the same time and on the same subjects, to determine their state of nutrition. In the latter case, it also suggests suitable techniques. The Commission itself is now conducting an enquiry in Europe into the manner in which cereals are consumed, and especially into the composition of bread. As the nutritive value of these foods varies considerably according to the mode of preparation, or to varietal differences within a given cereal species, the results of the enquiries into consumption might be distorted if the necessary details were not obtained.

The Commission is thus defining the technical foundations which are essential to meet social requirements. The time has come when the contemplated enquiries can advantageously be undertaken. The next meeting of representatives of National Nutrition Committees will doubtless take steps to set them in motion. It is remarkable how little is known of the real nature of the people's diet, even in the most advanced countries. The Health Organisation and its various collaborators are willing to assist these enquiries with their technical experience. The Commission itself is prepared to appoint one of its members to ensure the adoption of standard technical procedure and to assist in the actual conduct of the enquiry in each participating country.

The Conference of Far-Eastern Countries on Rural Hygiene (Bandoeng, 1937) expressed the hope that the Commission might be asked to co-ordinate the research work of the competent institutions in the Far East in the matter of nutrition. After considering the Conference's report, the Commission made a number of recommendations. It dwelt upon the particular considerations which should be kept in view, and more especially the need for a more exhaustive study of the nutritive value of local foodstuffs and the incidence of diseases which are due, directly or indirectly, to nutritional deficiencies. It is indeed essential to begin by defining all the factors of the problem as it presents itself in areas in which its solution is rendered particularly difficult by economic conditions, climate, the nature of the soil and the density of the population. In this connection, it seems likely that the Commission will secure the co-operation of the *Nutrition Research Laboratories* at Coonoor (India) in maintaining the necessary contact between the various Far-Eastern countries and with the Commission itself.

The Commission's attention has also been drawn to the existence, at the present time, of alarming situations in which the problem is not only to define rational nutrition but also to cope with an actual shortage of food, especially among refugees. The Commission has accordingly suggested some diets which, though very simple and cheap, will supply the essential components of a qualitatively adequate diet. The authorities concerned will thus be provided with the necessary basis for a policy aiming at the maintenance of life and growth among refugee populations with limited financial and material resources.

II. HOUSING.

Steady progress is being made on the programme of work on urban and rural housing laid down by the last Assembly.

A general study is being prepared of the methods employed in various countries for improving housing conditions with special reference to the cost involved and the results obtained, granted the objects in view. In our discussion of this phase of the work, the principal suggestions which emerged were:

- (1) That national surveys should be made of existing housing conditions and needs in relation to a national minimum standard of housing for cities, towns and country;
- (2) That a survey should be made of housing schemes (including schemes of slum clearance) already in effect with a view to elucidating both the methods of financing and the relationship to town-planning;

- (3) That a study should be made of the financing of home-building by building societies and kindred organisations with a view to discovering the actual cost of borrowing to the builder and the purchaser;
- (4) That special attention should be given to costs of construction, including the possibility of economising by bulk purchases and—in collaboration with the International Labour Office—wages and building activity.

Several of these important topics will no doubt be covered by the general study in course of preparation. We suggest in our resolution that special attention might be devoted in that study to the financial aspects of town-planning and also suggest a procedure by which the study of any of those topics not covered by the report would be hastened and facilitated.

In the course of the discussions, considerable interest was shown in the relationship between housing activity and economic fluctuations; we were informed that this topic is under consideration by the Delegation on Economic Depressions.

The resolution of the last Assembly also laid down a programme of work on statistical methodology, which was referred to the Committee of Statistical Experts. As the statistics relating to actual housing accommodation are generally collected in connection with the general population censuses, that Committee planned its work so that the recommendations on this point might reach Governments in time for consideration by them when preparing their next population census, which, in most countries, will be taken round the year 1940. It has therefore submitted to the Council a minimum programme on housing statistics, limited to subjects on which information adequate for purposes of international comparison can be obtained in connection with a general population census, and has suggested that Governments should be requested to forward their observations on it before the end of the year.

The Health Organisation has been steadily pushing forward to the work in this field. The Housing Commission has lately completed the second stage of its programme. The first stage dealt with the hygiene of thermal exchanges and with noise abatement. The second reached its close, in June 1938, with the publication of a report on insulation and lighting in relation to housing and town-planning. The Commission has now embarked upon the third part of its programme, which covers rural sanitation, including water-supplies and sewage disposal and purification. This last stage of the work will provide some of the technical material for the deliberations of the forthcoming *European Conference on Rural Life*.

This Commission has the benefit of the co-operation of persons and institutions concerned in any way with the hygiene of housing and environment. It is itself representative of various national bodies, which conduct the necessary preparatory enquiries on its behalf. Thus, at different levels, the indispensable co-operation is established between civil engineers, architects and hygienists in different countries, in such a way that none of the multiple aspects of the problem of housing and planning both urban and rural is neglected.

These questions are highly complex, for techniques are many and various, each with its own advantages, between which it is as hard to choose as it is to define the rules to be observed. The main point, however, is that the public's demands are steadily increasing as conditions improve. There could hardly be any better justification for the work of the League in this field.

III. RESOLUTIONS.

“I. The Assembly :

- “1. Notes with satisfaction the continued growth of public interest in the important problem of nutrition;
- “2. Expresses its approval of the development of the programme of work of the Health Organisation in this field and, in particular, of the further extension of this work to cover the nutritional problems of extra European temperate and non-temperate zones;
- “3. Notes with satisfaction that the representatives of nineteen National Nutrition Committees have been invited to attend a meeting in October 1938, for an exchange of views on matters of common interest, and trusts that Governments which have not already done so will give consideration to the setting-up of such committees;
- “4. Authorises the Council, in arranging for the annual meetings of representatives of National Nutrition Committees contemplated in the Assembly resolution of October 2nd, 1937, to confine such meetings, in cases where it appears appropriate to do so, to groups of countries whose nutrition problem is broadly similar in character and empowers it, should occasion arise, to invite representatives of countries in which there exist public bodies which, while not national nutrition committees, perform similar functions.

“II. The Assembly :

- “1. Notes with approval the development of the work of the Health Organisation in urban and rural housing;
- “2. Expresses the hope that, in the preparation of the special report on housing undertaken by the Economic and Financial Organisation in virtue of the instructions given by its resolution of October 2nd, 1937, it will be possible to devote special attention to the financial aspects of town-planning;
- “3. Requests the Financial Committee to consider this report when it is completed, with a view to determining whether it would be useful to Governments if the study were extended to cover other aspects of housing policy;
- “4. Requests Governments to afford the Financial Organisation of the League every assistance in connection with the study of this problem.”

[Adopted 29th Sept. 1938.]

(2) Work of the Health Organisation.

In 1922, the Health Organisation, after only a few months of activity, had already strikingly proved the fundamental necessity for some form of international co-operation in the field of Health. This is emphasised by the decision of the 1922 Assembly, which stated that “the Health Organisation of the League of Nations is undertaking a task of permanent utility and that it is indispensable that it should continue its activities”. It was this decision, in fact, which provided the basis for the creation of our Permanent Health Organisation.

Justification for that measure has been furnished over and over again by the record of the Health Organisation's achievement during past years.

It is today methodically executing a well-considered plan of work, the essential purpose of which is to help national public health administrations in their efforts to protect health and enable them to reach common decisions by suitable technical preparation.

Evidence of this steady, consistent and far-sighted planning is to be found in the fact that, when the Health Committee is reappointed by the Council, it invariably draws up a three-year programme of work. Before doing so, the Committee reviews its past activities and takes stock of the position reached. This then becomes the starting point for further action to be carried through by successive stages. The work falls into two main categories; first, the permanent activities started in most cases in the early years of the Health Organisation, and, secondly, work which the Committee may undertake in order to assist in the solution of problems which are of immediate practical importance at some given moment. In either case its aims, as is shown abundantly by the results achieved, are strictly practical.

The successive stages consist in the first place of a study of the problems which confront public administrations, in order to determine what factors are involved, what is the latest scientific knowledge on the subject and to relate such information to the needs of the situation in various countries. All these data are then collated and placed at the disposal of Governments. Finally, in order that its work may be turned to practical account, the Health Organisation endeavours to enlist the support of public authorities with a view to encouraging the practical utilisation of its results. The third stage, in fact, is the stage of action.

As the powers of the Health Organisation are to some extent based on those exercised by the health administrations, its first duty is to combat disease; but it has also a positive task which is equally essential in helping national authorities to create conditions in which the standard of health may be consolidated and then further raised.

Control of Disease.

1. It is to be regretted that there is now a tendency to take for granted certain admirable activities of the Health Organisation and so today reference is seldom made to the *Epidemiological Intelligence and Public Health Statistics Service*. For fifteen years, this Service has kept national authorities regularly informed of the movement and incidence of disease, and for thirteen years the Singapore Bureau, utilising the most up-to-date methods of information, has issued daily reports on the appearance of infectious diseases in the danger area of the Far East. It is no doubt because these invaluable services are discharged in so smooth, regular and continuous a fashion that superficially, perhaps, they appear dull and uneventful. They are, nevertheless, an essential source of information for health services which have to protect their countries from invasion by epidemic diseases. It should be remembered also that nothing of the kind existed in the Far East before the League of Nations was created. Moreover, a number of Governments, including those of Burma, China, French Indo-China, the Federated Malay States, New Zealand and of my own country, have recently shown, in practical form, the importance they attach to the work of the Singapore Bureau by deciding to make new or larger financial contributions.

Furthermore, in order to make full use of the documentary information at its disposal, the Epidemiological Intelligence Service issues at intervals monographs on the epidemiology of certain diseases of international importance. Mention may be made in this connection of the paper on brucellosis in France, and those under preparation on ictero-hæmorrhagic spirochætosis, tuberculosis, typhoid fever and general mortality in rural areas. The Egyptian representative expressed the hope that such monographs would continue to appear from time to time.

2. Governments can also obtain more direct help from the Health Organisation, and instances of this have frequently been quoted. Special reference, however, should be made to the assistance applied for by the Chinese Government, and which has been provided for over ten years. It comprised, in the first place, technical advice and active support in the health reconstruction of the immense territory of China, the creation of a central nucleus of medical and public health institutions, the reorganisation and reinforcement of the quarantine service, vaccination campaigns against cholera and smallpox, the organisation of medical education, etc. In addition, several experts of the Health Organisation have studied certain special problems such as epidemic malarial conditions in the Yangtse valley, but special prominence should be given to the systematic study of public health conditions carried out by an experienced health officer in more than eighteen Chinese provinces.

All this work has been methodically planned and executed. The Health Organisation has, moreover, always been represented at Nanking by a Technical Adviser attached to the central authorities and responsible for the work as a whole.

At the present moment, in the tragic circumstances with which the Chinese Government has to contend, the Health Organisation is still affording it technical assistance. It will be recollected in this connection that last year the Chinese Government asked the Assembly for its collaboration in the campaign against epidemics. In view of the possibility that epidemic diseases might spread, not only in Chinese territory, but also across the land and sea frontiers, the Assembly asked the Health Committee to draw up a technical scheme to strengthen the resources at the disposal of the Chinese authorities. Three anti-epidemic missions were therefore formed, and placed under the direction of prominent technical specialists. The missions include both Chinese and foreign staff. Their organisation is sufficiently flexible and their mobility sufficiently great to meet all emergencies. They have large stocks of medical and sanitary stores, both for their own needs and those of the Chinese authorities themselves. Under conditions of great difficulty, they have already had to combat outbreaks of plague, typhus fever, smallpox, cholera and dysentery.

During the summer, the Chinese Government appealed to the Health Organisation for a considerable supply of anti-cholera vaccine. Thanks to the disinterested support given to the Organisation by institutes and laboratories all over the world, it was possible to arrange for the free supply of more than eight million doses of vaccine—and there were yet further offers, in fact greatly in excess of demand. Special mention might perhaps be made of the generous contributions of the United States of America, which gave 3 million doses, and of Roumania and Turkey, which supplied 1 million doses respectively. It is particularly gratifying to note this additional evidence of the willingness of the United States to join in this international co-operation for humanitarian ends.

The Chinese delegate expressed the appreciation of his Government for the invaluable co-operation afforded by the Health Organisation. His Government has expressed the hope that the League would see its way to send again a technical adviser to be attached permanently to the Chinese Central Administration and that the anti-epidemic missions might continue their work for another year. The Seventh Committee earnestly hopes that these requests will be met.

3. In combating the spread of diseases, however, the Health Organisation has never proposed merely to wait until approached. It also studies for the benefit of public health administrations technical methods of prevention and treatment. It will be remembered that, four years ago, it published a report on the methods of treating syphilis. Again, as Lord Halifax mentioned in the House of Lords on June 30th last, it has done signal service to countries in which malaria is prevalent by perfecting an anti-malaria remedy made from quinine substitutes which has the advantage of being much cheaper than quinine. The value of this work will be apparent when it is realised that many public health administrations are unable to organise anti-malaria campaigns by quinine treatment on a sufficiently large scale—because of the high cost of such prophylactic action.

These results are the outcome of thorough-going studies involving in most cases extensive surveys co-ordinated by the Health Organisation. The recent issue of an analytical study embodying its views upon malaria control by treatment of malaria-infected populations is the result of extensive and carefully correlated experimental investigations—conducted for more than a year in five countries in Europe and Asia—into the comparative value of the anti-malaria remedies.

The Egyptian delegate recalled that his Government had asked the Health Committee to undertake studies on a disease which is widespread in the various parts of the world—*i.e.*, schistosomiasis. He expressed his appreciation of the steps which the Committee had taken to give effect to this request and thought that it would give very valuable results.

4. Special mention should be made here of international biological standardisation. This also is a permanent activity, conducted on methodical and consistent lines, with the object of establishing uniform standards and units for the assay of sera, glandular preparations, vitamins, and other remedies, the activity of which can only be estimated by biological methods. This is really a fundamental piece of work which can only be carried through by international collaboration, and its importance has been universally recognised by experts. It is realised that, previously, in this field nothing short of international anarchy prevailed. Medical practitioners could not use foreign biological materials with confidence while being ignorant of their actual potency. This work is far from complete, for many biological preparations have still to be standardised, and so long as new products continue to be devised the end will not be in sight.

5. In all these fields the Health Committee has the advantage of the help of the most competent scientists in the world. Though the staff of experts at Geneva is extremely small, it has secured the disinterested collaboration of the chief scientific institutes, national committees and individual experts all over the world. That is a fact which should be emphasised. The success of the Health Organisation's work can only be accounted for by the network of devoted, competent and well-qualified assistants on which it relies.

So much for this most satisfying record of accomplishment by the Health Organisation in its work for disease control. We come now to the no less important and, as some see it, even more positive work—that of the promotion and maintenance of health.

The Development of Health.

6. Nowadays, fighting disease is not enough. Governments are finding it increasingly necessary to pursue the more positive policy of creating general conditions of life favourable to the normal development and maintenance of the human organism. The trend of modern thought has thrown into prominence the importance of physical and mental fitness, which is dependent on suitable conditions of life, especially in childhood and youth. Such considerations carry us beyond the sphere of health into the wider field of social welfare.

The Health Organisation has not been unmindful of them. Not only is it anxious to do practical work, and therefore keenly interested in the questions of the day, but its programme retains sufficient elasticity to be readily adapted to circumstances. At the same time, the Organisation does something more; it has shown its ability to anticipate developments and it has undoubtedly exerted a stimulating influence on the trend of thought.

Here again its aim and method are as described above—to help health authorities to a better knowledge of the needs to be met; to assist them in devising solutions; and to guide and stimulate technical work towards practical ends.

7. Among the chief factors in physical and mental fitness are proper nutrition, hygienic housing and rational physical education. These three questions accordingly form part of the Health Organisation's programme, and in the first two it has already achieved valuable results. I shall not refer further to the rapidly extending series of investigations into nutritional and housing problems in both national and international fields. A full account of this phase of the Health Organisation's work will be dealt with in another report.

8. In the matter of *physical fitness*, the aim in view is to lay the scientific foundations of rational physical education adapted to different ages and calculated to ensure the best possible physical development without falling into the snare of excess. The programme of work has recently been drafted. The Health Committee proposes to provide for its execution through the creation of national committees in those countries where these do not yet exist. Here, as in the cases previously mentioned, this method will ensure active practical co-operation among the various authorities concerned.

9. It is scarcely necessary to point out once again that questions of nutrition, housing and physical fitness go beyond the sphere of health and medicine proper, having regard to all the economic and social factors which exert their influence upon conditions of nutrition and housing, as well as upon the possibilities of open-air life and of leisure. The hygienist's work is no longer independent of efforts to improve the social environment; hence the idea of the European Conference on Rural Life. This will be dealt with in another report; if I allude to it here, it is only to show with what unity of view and method the Health Organisation has directed its policy towards securing the co-operation of all public, semi-public and private institutions which seek to promote the improvement of the material conditions of life. This policy has been given the synthetic name of "medical-social policy".

10. However, mention should be made of the great interest with which the Conferences on Rural Hygiene are being closely followed by health administrations. The Egyptian and Indian delegates informed the Seventh Committee of their Governments' policies to improve health conditions in rural regions and showed how these activities are closely connected with the recommendations made by these Conferences.

In particular, the Egyptian delegate suggested that typhus should be placed on the agenda of the European Conference on Rural Life. He said that his Government was much interested in the outcome of experiments being carried out in other countries in connection with this disease. He also stated that mass vaccination had not proved very useful in plague control in Egypt, and he hoped that the results obtained in other countries with this method might be made available.

11. The same delegate also hoped that the proposed International School of Advanced Health Studies might soon be inaugurated by the French Government.

12. Special reference should be made to the statement of the French delegate, who explained in some detail the objects and methods of the Health Organisation and the excellent achievements so far reached. He called attention to the fact that the wide field covered by the Health Organisation is too little known. It is seldom referred to in the technical press, and health authorities, faculties of medicine and research laboratories cannot keep in touch with its developments. For that reason, the Seventh Committee considers, with the French delegation, that the publication of a technical chronicle of the Health Organisation's work would be desirable. Properly speaking, this would be a news record, giving a brief but comprehensive account of all aspects of this work in such a form as to be of value to technical officers, but designed at the same time to illustrate the whole scope and implications of the Health Organisation's activities in these fields. It would be quite separate from the existing *Bulletin of the Health Organisation*, which would continue to issue the reports of the technical commissions every two months; and it would fill a gap by publishing at frequent and regular intervals information about the essential facts of the Health Organisation's day-to-day life. It would find its public in the latter's collaborators and in scientists, hygienists, technical institutions and medical reviews and periodicals.

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I cannot conclude this report without expressing on my own behalf, and I am sure that of the delegates, the satisfaction we must feel, and the solace we can draw at the present time, from the consideration of the record which has been placed before us of continuous and ever expanding achievement by the Health Organisation.

In conclusion, the Seventh Committee submits the following resolution to the Assembly:

"The Assembly,

"(1) Noting with satisfaction that the activities of the Health Organisation are being carefully planned in order to assist National Health Administrations in their efforts to control disease and to improve the standard of health:

"Places on record its appreciation of the continuous and far-reaching activities of the Health Committee; and

Approves the work accomplished since September 1937.

"(2) Approves the conclusions contained in the report of the Seventh Committee, particularly as to the desirability of publishing a periodical giving the essential facts of the Health Organisation's activities;

"And refers the suggestions of a technical character contained in the Rapporteur's report to the Health Committee."

[Adopted 29th September 1938.]

(3) European Conference on Rural Life.

1. The idea of a Conference extending to all aspects of a phenomenon so complex as rural life did not take shape at once; it was the outcome of previous work done by the Health Committee.

After the European Conference on Rural Hygiene held in 1931, the Health Committee, which was asked to make preparations for the Second Conference on Rural Hygiene for 1936, realised that the *investigations of the health experts could not be left isolated, since the improvement of public health in rural districts is largely dependent on a parallel improvement in the conditions of existence: health factors are difficult to separate from economic, demographic and social factors.*

Thus the Health Committee was led to propose in 1936 that the second "Conference on Rural Hygiene" should be transformed into a "European Conference on Rural Life" as a whole. The last Assembly approved this request and decided that the Conference should take place in July 1939.

2. At its request, the Council set up a Preparatory Committee instructed to decide upon the agenda of the Conference and begin the preparatory work necessary.

This Committee met from April 4th to 7th, 1938, at Geneva, under the chairmanship of M. Wauters, then Belgian Minister of Public Health, who was replaced in the second part of the session by Professor Parisot, Chairman of the Health Committee. It drew up the agenda of the Conference. In view of the extent of the problem, this agenda, which was necessarily very large, might have assumed dimensions likely to prejudice the concrete results of the Conference. The Committee therefore appended to it comments showing its exact scope and limitation.

It was anxious in the first place to dispel a possible misunderstanding. The Conference was not meant to be an international economic conference, or rather an international conference on agricultural economy. The coming Conference must retain its own particular character. While general economic problems should be taken into account as fully as possible, the work of the Conference must essentially be based on the direct and objective observation of the life of the peasantry. This being so—and it was a point which several of the delegates emphasised in the course of the discussion—the Conference's conclusions, instead of remaining, will be adaptable to conditions, in the various countries and can thus become of immediate value.

In the second place, the Preparatory Committee considers that the Conference must aim, not only at registering facts, but also at making progress: it is intended as a starting-point for systematic action by the *public authorities* in the direction of initiating, supporting and accelerating the material and moral reconstruction of the conditions of life of the rural masses.

It will open up the way for the organisation of an exchange of information and ideas between European countries, whereby the experience of some will be mobilised for the benefit of others. It will give information regarding the methods in operation in certain countries and will compare the results obtained by their application. It will investigate the difficulties encountered in other countries in the path of similar progress. It will consider to what extent and by what agencies the methods practised in one country can be adapted to the particular conditions of another country, and how the national effort may be supported by appropriate action on the international plane.

Thus the Conference must concentrate its attention upon the part which the public authorities play or should play in any endeavour to bring about an improvement in living conditions among the inhabitants of rural districts; and the expression "public authorities" is to be understood in its widest sense, to include, throughout the scale, all authorities and all organisations working for the improvement of rural life, either in general or in some particular sphere.

3. The documentation of the Conference, which has to give as vivid an account as possible of the various forms of rural life in the different regions of Europe, will follow two parallel lines: *national* documentation and *general technical* documentation.

The *national monographs* are to consist of a collection of surveys depicting the particular character of the rural life of each country, drawing attention to the striking differences to be noted between country and country and between region and region. They must also indicate the trend being followed in the development of these rural masses, describe their predominant tendencies, show the progress accomplished and what remains to be done, and illustrate the difficulties and the most appropriate means of surmounting them. After this general survey, each national report may discuss in fuller detail any given question which particularly interests its country.

The *general technical documentation* must, on the other hand, ignore to some extent the particular conditions of each country and devote itself to general problems. Apart from the co-operation requested from certain qualified persons, this documentation will be provided by the various international organisations on whose participation the Conference can count.¹

Finally, a *principal preparatory document* will be prepared, containing a condensed statement of the conclusions drawn from the national and technical documentation. This document will form a kind of guide for the discussions of the Conference.

4. In its report, the Preparatory Committee drew the Governments' attention to the advisability of the immediate appointment in each country of a nucleus of persons, selected from among the heads of the various branches of the Administration and other national activities who were resolved to put their authority and their efforts at the service of the Conference, more particularly in compiling the national monographs. The appointment of such *national committees* would assure the necessary continuity in the work, and would facilitate liaison with the Secretariat.

5. The discussion at the joint meeting of the Second and Seventh Committees revealed general satisfaction with the direction given to the work by the Preparatory Committee. Several delegations took the

¹The appendix contains a list of the work being done to provide general technical documentary material.

opportunity to express opinions and recommendations, which the Preparatory Committee will not fail to take into account.

Thus the Committee has expressed the desire that, in the agenda drawn up by the Preparatory Committee, the question of the restoration of agricultural prices may be added to the question concerning the decrease in cost prices and the organisation of sales and markets.

The two Committees were gratified at the welcome accorded by European countries to the holding of a Conference. The preparatory work is making good progress, and the Governments of the United Kingdom, France, Belgium, Denmark, Latvia, Poland and Roumania have set up national committees to compile monographs. The Secretariat is in touch with the Governments concerned.

6. The raising of the standard of living of the peasantry, in matters of education, health and rural planning is of vital interest to all countries in Europe, even the most highly industrialised and most advanced. Certain regions are everywhere to be found where rural planning leaves a good deal to be desired. It is important to raise the standard of living in the countryside, and to bring it more into line with that of the towns. This might in some measure be instrumental in retaining in the villages the population which is now prone to abandon them.

Clearly, the problem of rural life is of even greater importance to the agricultural countries in Central and Eastern Europe. Indeed, in those countries, the raising of the standard of living of the peasantry is an urgent and vital question, closely bound up with the system of land tenure and land reform, the provision of credit facilities, and overpopulation of the countryside.

It is to be hoped that the Conference will rekindle the interest which at the beginning of the world crisis was felt in the rather special situation of those countries which are endowed with a hard-working population but are less rich in capital and whose agricultural exports are hampered by barriers of all kinds. The smooth co-operation of these countries with those possessing abundant capital resources then appeared likely to contribute to the peaceful reconstruction of Europe. But for the economic crisis and the subsequent international complications, these forces might have achieved important results. The Conference on Rural Life will be able to reaffirm the importance for the stability and development of Europe of the speedier economic reconstruction of those States.

7. Finally, on the proposal of the Spanish delegation, the Committee, considering the efforts necessary for the reconstruction of economic and social life in the devastated regions, has expressed the desire that a study should also be made at the meetings of technicians and experts to take place on the occasion of the European Conference on Rural Life of the most appropriate methods for restoring to these regions, as rapidly as possible, normal conditions of development in the public health field and in the field of social and economic activity.

The Committee hopes that this question will be included in the agenda of the next Conference on Rural Life.

The Seventh and Second Committees submit the following resolution to the Assembly:

"The Assembly,

"Having been informed of the progress of the work undertaken for the European Conference on Rural Life which it is proposed to convene for July 1939:

"Notes with satisfaction that its preparation in most European countries and by the technical organisations concerned is making good progress;

"Approves the direction given by the Preparatory Committee to the preliminary work and the bases of the aims of the Conference;

"Trusts that the Conference will be successful, and hopes that it may take place in international conditions calculated to guarantee the best results."

[Adopted 29th September 1938.]

Appendix.

DOCUMENTARY MATERIAL IN COURSE OF PREPARATION.

1. *Population.*

General introduction to a programme of demographic studies.	Economic Committee.
General <i>aide-mémoire</i> (births, deaths, disease, etc.).	Health Section.
Density of rural population in its relationship to agriculture.	International Institute of Agriculture.

2. *Land Settlement Systems, Land Tenure, Agrarian Reform, Improvements in Agriculture.*

Study of the system of land tenure as a basis of rural life.	International Institute of Agriculture.
Economic structure of peasant exploitation	"
Soil improvement	"
Organisation and control of markets, maintenance of prices, reduction of production costs.	"
Improvement of live-stock and crops	"
Rural industries	"

3. *Co-operatives.*

General survey	International Labour Office.
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4. *Agricultural Credit: Insurance against Agricultural Risks.*

Report by M. Louis Tardy, included in the work of the Financial Committee.	Financial Committee.
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5. *Education: General, Domestic, Technical; Propaganda, Peasant Culture, Folklore, Leisure.*

Technical education: Memorandum prepared by an expert.	Expert.
Organisation of rural schools; Equipment of campaigns for the development of intellectual life (wireless, cinematograph, art centres, etc.).	Institute of Intellectual Co-operation.
Organisation of leisure in the countryside	International Labour Office.

6. *Rural Planning.*

Memorandum prepared by an expert on Government policy in matters of rural housing, area planning and community planning.

7. *Medico-Social Policy.*

(a) Memorandum on social insurance medical services.	International Labour Office.
(b) Memoranda on :	Health Organisation.
(i) Health in rural districts.	
(ii) Medico-social policy with special reference to tuberculosis, typhoid and brucellosis.	

8. *Nutrition.*

In addition to the investigations of the Joint Committee on Nutrition and the meetings arranged by the National Nutrition Committees, the question of nutrition was studied by the Health Organisation on the spot in a number of agricultural countries in Europe, and there was an exchange of views between members of the Technical Nutrition Committee of the Health Organisation.

A "guide" to investigations into nutrition in rural districts has been compiled, and special studies (bread, milk, etc.) will be undertaken after the discussion of and report on consultations which will take place next October.

(4) *Traffic in Opium and other Dangerous Drugs.*

The Seventh Committee noted an *aide-mémoire* submitted by its Rapporteur on the general situation in regard to the campaign against the traffic in narcotic drugs. The discussion which followed turned upon the positive results achieved by the League of Nations in this field, on the serious situation in the Far East and on the preparatory work for a Conference to consider the limitation of the production of raw materials. In regard to the situation in the Far East, the Committee felt it was essential that public attention should continue to be directed to the conditions prevailing in that part of the world.

POSITIVE RESULTS ACHIEVED BY THE LEAGUE IN THE APPLICATION OF THE OPIUM CONVENTIONS.

The Seventh Committee considers it specially opportune to draw public attention to the satisfactory results achieved by the League of Nations in dealing with the problem of dangerous drugs by means of the International Opium Conventions. The success of these Conventions is all the more valuable at a time when the political horizon of the League of Nations is temporarily hidden under a cloud.

The public generally is not aware of the valuable work of the League in the control of the traffic in opium and other dangerous drugs. Any one who compares the situation to-day with what it was fifteen years ago will find much ground for satisfaction and will wish to congratulate the Advisory Committee and those who have been associated with it in its task. In many respects, the work of the League in dealing with the opium question has been of a pioneer character. By the devotion and industry of its experts and officials, backed by the good-will and co-operation of Governments, the problem has been at least partially solved, and there is every ground for confidence that the necessary remaining steps can and will be taken.

The darker side, however, of the picture must not be overlooked. There is still a large illicit traffic fed by clandestine manufacture, and there is a particularly grave situation in the Far East, which is to-day the principal centre of illicit manufacture and source of the illicit traffic. The Advisory Committee is concentrating its attention on these problems and sparing no effort to cope with them. The detailed situation in the Far East is dealt with at length later in this report. Determined efforts are imperative to bring about an improvement. There is evidence in the report of the Advisory Committee that the Chinese Government is making determined efforts in this field, in spite of the conflict raging in many regions of China, but no general improvement can be secured without the good-will and sincere co-operation of the Japanese Government and the Japanese authorities in China.

The international conventions drawn up under the auspices of the League, their application throughout the world and the international administration created to supervise and render them effective have introduced a system of international collaboration for the suppression of the abuse of narcotic drugs which may well serve as a model for those who may be called upon in future to deal with other problems, the solution of which depends on international good-will and mutual assistance. As the writer of the Commentary on the Convention of 1931 has said: "From an economic point of view, the Convention pioneers new territory—that of a planned economy on a worldwide scale. It represents the first attempt so far made by the concerted action of Governments of the world to regulate a branch of a single industry throughout the world from the point at which the raw materials enter the factory to the point at which they reach the legitimate customer."

The French delegate gave the Committee a useful summary of the main provisions of the Convention of 1931 and added that the operation of such a complex international instrument would have been impossible without the existence of the League.

It is satisfactory to learn from the latest report of the Advisory Committee that increased notice is being taken by Governments of the value of the League's work in this sphere, which is of the highest importance, not only on account of the satisfactory technical results already attained, but also because it shows what the League may be able to achieve by international co-operation.

The study of the documentation before the Committee shows the extent to which Governments are assisting the League. In 1936, the number of annual reports from Governments was 145, as compared with 126 in the previous year. The number of ratifications of the Convention of 1931 had increased from 61 to 64, and a substantial number of Governments are in course of ratifying the latest Convention of 1936 for the suppression of the illicit traffic. The work of the Supervisory Body created by the Convention of 1931 is receiving increasing support from the Governments. The number of countries furnishing estimates increased from 45 in 1933 to 63 in 1937, and the number of territories from 83 in 1933 to 104 in 1937.

Most countries, moreover, have now brought their national laws into conformity with the Opium Conventions and made the necessary adjustments in their administration. The Seventh Committee noted with interest a striking example of this tendency when the Argentine delegate described the new legislation which has just been brought into force in his country.

The report of the Permanent Central Opium Board also shows that the Board is fulfilling its task effectively and is receiving the whole-hearted support of Governments.

The last report of the Advisory Committee shows that the lawful manufacture of dangerous drugs is approximating closely to the world's medical needs. There has been an increase recently in the manufacture of these drugs, but this is owing to an increased demand for medical purposes.

In this general survey, the Seventh Committee also desires to draw attention to the progress made in the campaign against drug addiction. The Advisory Committee's report contains some reassuring evidence on this subject. Ten years ago, it was estimated that, in the United States of America, there was one drug addict for every thousand persons. A new enquiry is now in progress and there is reason to believe that the number of addicts has greatly fallen and will be found to number not more than two or three for every ten thousand inhabitants. In Canada, too, there has been a similar decrease. Ten years ago there was estimated to be 8,000 addicts in that country, but the present figure is estimated at 4,000. A similar picture is given of the position in Egypt. In 1930 there were 5,500 addicts in Egyptian prisons: to-day there are only 300, a reduction of 95 per cent.

In this connection, the Seventh Committee desires to emphasise the importance of the enquiry undertaken by the Advisory Committee, with a view to ascertaining the number of drug addicts existing in the various countries, and to studying the nature of addiction and possible methods of prevention and cure. The Committee sincerely hopes that all Governments of countries where drug addiction is a problem will spare no efforts to study the question and to communicate the results annually to the League in reply to the questionnaire on drug addiction which has been forwarded to them.

From these observations, it will be seen that the general situation in regard to the international control of dangerous drugs, except in the Far East, is satisfactory, but it would be a mistake to assume that the League can now rest upon its achievements. There is still much to be done. The illicit traffic continues to be a grave problem and is being amply supplied from clandestine factories. In this connection, the Committee would urge all Governments to report to the League important cases of illicit traffic as soon as possible after they have been observed. The aim of the League is the suppression of the abuse of narcotic drugs. The conventions concluded hitherto regulate national

control over narcotic drugs, the international trade in them, their manufacture and distribution. Opium agreements, moreover, have been concluded to enable the Governments concerned to achieve the final suppression of opium-smoking, to which they are committed by the Hague Convention of 1912. Final success requires that the existing League machinery should be supplemented by a limitation and control over the production of raw materials, particularly those serving for the manufacture of morphine and its derivatives, which would make it possible to suppress the abuse of narcotic drugs. These raw materials include raw opium and poppy straw. The Seventh Committee accordingly desires to congratulate the Advisory Committee on the progress made during the last twelve months towards a future convention to be framed with this object in view.

THE SITUATION IN THE FAR EAST.

The situation in the Far East, particularly in the regions of China under the control of Japanese forces, received considerable attention. The Committee is of opinion that the conditions prevailing in the Far East are such as to cause grave anxiety and to be likely to negative the results hitherto obtained by the League in its campaign against the drug evil.

The United Kingdom delegate said that it was a matter for great regret to have to recall once more the terrible situation of the drug traffic in the Far East, particularly in China, as revealed by statements made to the Opium Advisory Committee by the representatives of Governments, especially those of the United States and Egypt. She referred particularly to the situation in Manchuria and Jehol. It was stated that, in Harbin in the first seven months of 1937, according to the municipal sanitary authorities, 1,793 corpses had been picked up in the streets of which 1,485 were of persons who had died of narcotic addiction. There were said to be, in 181 cities in Manchuria and Jehol, no fewer than 3,840 licensed opium saloons and 8,400 licensed heroin dens. This was a terrible picture and she felt sure that the Seventh Committee would wish to express the earnest hope that these allegations would receive the immediate attention of the authorities concerned.

The Chinese delegate pointed out that, according to documents before the Committee, the only party responsible for the aggravation of the conditions in China was Japan, and quoted in support of this statement the following passage from a resolution adopted by the Advisory Committee in 1937 and endorsed by the Fifth Committee of the Eighteenth Assembly: "While the situation in China shows that the efforts of the Chinese Government have brought about an improvement in that country, the situation in those regions which are under Japanese influences has deteriorated to an alarming extent." The situation as described in that passage had not improved; on the contrary, it had grown worse in places to which the Japanese armies had penetrated. The Japanese, he said, had taken advantage of their incursion into Chinese territory to spread drug addiction among the Chinese population. He referred to statements made by the representative of the United States of America in the Opium Advisory Committee on June 13th and 21st, 1938, which revealed a revolting state of affairs and established without any possible doubt the responsibility of the Japanese authorities for the systematic poisoning of the Chinese. He added that this was the first time an official representative of a neutral country had publicly denounced the participation of the Japanese army in the illicit traffic.

The Chinese delegate, while emphasising the political aspects of the dangerous drug problem in the Far East, pointed out that it also constituted a menace to the whole world. Experience had in fact shown that, when any one point of the globe became a centre for illicit traffic, as was the case at present in the territories occupied by Japanese forces, all countries were in danger of being flooded by illicit drugs from the region in question. He hoped that the Seventh Committee would, as last year, feel it a duty to give the matter the attention it deserved.

The Canadian delegate drew attention to statements made in the Opium Advisory Committee showing that the situation in the Far East had grown worse during the last twelve months. During the last few years, it had been the cause of considerable anxiety to Canada and the United States of America. It was true that the Japanese authorities had taken preventive measures to deal with the illicit traffic in Japan with very satisfactory results. The smuggling of drugs on board Japanese vessels through the North Pacific coast ports of North America appeared to have been effectively countered. The situation was, however, quite the reverse in that part of China which was occupied by Japanese forces. He made several quotations from the discussions in the Advisory Committee in June last, including a statement made by the representative of the United States of America concerning the serious situation in Manchuria and Jehol, the increased poppy cultivation in Korea, the export of opium from there to Manchuria, the greatly increased imports by Manchuria of Iranian opium and the manufacture of narcotic drugs for illicit purposes in Manchuria and in the Province of Hopei, particularly in and around Tientsin. Large quantities of Iranian opium had been imported into China by Japanese firms and on board Japanese ships. This opium was to a large extent intended for the manufacture of heroin, which was being smuggled into the United States of America and part of which reached Canada. The Canadian delegate noted that the Opium Advisory Committee had found the explanations furnished by the Japanese representative altogether inadequate and unsatisfactory.

In the Canadian Government's opinion, this was a situation which could not be passed over lightly by the Nineteenth Assembly. Experience had shown that the most effective and least onerous method of controlling the illicit drug traffic was to strike at the sources of supply. The whole world was legitimately concerned at the rapid extension of production in the Japanese-controlled areas of China, and the Canadian delegate did not think that the Committee could take a lesser step than that taken by the Opium Advisory Committee. He therefore asked the Committee to address an urgent appeal to the Japanese Government.

The Spanish delegate, in associating himself with the appeal made by the Chinese delegate, laid special emphasis on the part played by addiction in the parts of China under Japanese influence in undermining the moral stamina of the population. This was a problem to which it was impossible to remain indifferent.

As a result of the discussion in regard to the situation in the Far East, the Seventh Committee unanimously adopted the following resolution, which it submits to the Assembly for adoption:

"The Assembly,

"Having taken note of the communication from the Seventh Committee relating to the illicit traffic in dangerous drugs in the Far East, particularly in those areas of China under the control of the Japanese forces and noting that there

has been no improvement in the situation during the past year, but rather that it has become worse:

"Associates itself with the action taken by the Council in pursuance of the resolutions adopted on this subject by the Advisory Committee at its twenty-second and twenty-third sessions and with the appeals made therein to the Governments concerned."

PREPARATORY WORK FOR A CONFERENCE TO CONSIDER THE LIMITATION AND CONTROL OF THE PRODUCTION OF RAW MATERIALS.

This question was the subject of a special discussion in the Committee. The Committee noted that a great deal of information had been collected and that the Advisory Committee had drawn up a plan of the main principles on which a convention might be based. This plan was now being submitted to Governments for their observations.

The world situation as regards production and consumption of raw opium shows plainly the urgent need for an international control of production. About 300 tons of raw opium are required each year for the world's medical needs. About the same quantity is required to supply the present needs of opium-smoking monopolies. About 500 tons are also required for other non-medical consumption. But the annual production of opium far exceeds these figures. Excluding Afghanistan, China and "Manchukuo", the present production is about 2,300 tons, and, with the addition of stocks, the alarming total of about 6,000 tons is reached.

The principal opium-growing countries have already taken steps to reduce their production and have established State monopolies with a view to introducing a stricter control over production and over the disposal of the opium crop. Active steps are being taken to replace opium by other crops—not always an easy matter, but an essential aspect of the problem. The fact, however, that some of the main opium-producing countries have expressed their willingness further to curtail their production and have shown themselves ready to accept some form of international control is a good augury for the future work of the Advisory Committee.

As already mentioned, the Advisory Committee had drawn up and discussed in some detail the main principles on which a future convention might be based. Some of those principles left little room for disagreement, but, with regard to others, it is evident from the Advisory Committee's report that there were differences of opinion. Those differences will have to be reconciled before the stage of preparing a draft convention is reached.

Any satisfactory scheme will involve sacrifices, not only for the consuming countries, but especially for the producing countries.

So far as consuming countries are concerned—i.e., those countries which require opium for medical purposes—the position is fairly simple. Under the scheme proposed by the Advisory Committee, they would be asked to furnish estimates of their requirements in advance which would be subject to examination by a supervisory body. The scheme contemplates that they should guarantee to purchase up to the full amount of their estimates and accept restrictions as to the source of supply of the opium they require. Further, it seems inevitable that some method of regulating the price of opium will have to be considered so as to ensure a fair return to the producers.

The position of the producing countries is admittedly difficult. There has been immense over-production in the past and large stocks have accumulated. The suggestion that limitation should extend only to opium intended for export is not likely to lead to a satisfactory solution, nor is it easy to see how production could be limited necessarily to those countries which are at present growing opium, though it is unlikely that other countries will wish to enter into competition with them. The real problem to be solved is how the total of the world's requirements of opium can be shared equitably between the producing countries. It would seem that the most hopeful way of arriving at a solution would be, as suggested by the Advisory Committee, to invite the principal producing-exporting countries to meet at Geneva and to endeavour to come to an agreement.

The Committee appreciates the difficulties which have to be met, but feels sure that a solution will be found. It remembers the many difficulties encountered in framing the Convention of 1931. The successful conclusion of that Convention and the remarkable results which have been obtained in course of its application are the best guarantees of success in this next stage.

An important statement was made in the Seventh Committee by the Iranian delegate. He pointed out that the discussions in the Preparatory Committee had brought to light some divergences of opinion, but he thought that, at the next meeting of the Advisory Committee, the difficulties could be resolved. The essential object, he urged, was to find an effective remedy against the abuse of narcotic drugs. Clandestine manufacture existed on a large scale and the use of opium for smoking was still legitimate in certain countries of the Far East. These aspects of the question should be impartially examined.

The Iranian delegate laid special emphasis on the need to consider the interests of the cultivators of opium in countries where it had been practised for centuries and where it provided part of the livelihood of the persons concerned. It was not possible to deprive these people of their means of subsistence and it would be necessary to replace cultivation of the poppy by other crops suitable to the local climate and conditions. It was the declared policy of the Iranian Government to limit cultivation of the poppy and it had already suppressed the illicit traffic within the country. This, however, was a task which would require time and must be undertaken in such a way as would not involve the ruin of the cultivators, who formed the majority of the peasant population of Iran. Cultivation of the poppy was already prohibited over a large portion of the territory of Iran and the trade in opium was controlled by a State monopoly. Iran would be the first country to welcome negotiations with the object of limiting the cultivation of the poppy and was ready to participate in any measures designed to combat the illicit use of the drugs manufactured from opium.

The Chinese delegate said that, in the view of his Government, the principal object of the proposed convention was the suppression of all non-medical uses of opium. He urged that the future convention, in order to achieve this object, must state a time limit for the final suppression of the use of prepared opium, a non-medical use which was still legitimate in certain countries. He pointed out that it was one of the purposes of the future convention to complete the Hague Convention of 1912, under which the signatory countries had undertaken gradually to suppress the use of prepared opium, and such suppression could not be made contingent as hitherto on the suppression of the illicit traffic in opium.

The Chinese delegate, in defining the attitude of his country to the proposed convention, pointed out that the production of opium in China was subject to a plan of total abolition under which it was to cease by 1940. Opium could not be lawfully imported into China nor was it exported from that country. The situation in China in regard to the production of raw opium would not therefore in any way affect the economy of the proposed convention.

The Hungarian and Polish delegates raised the question of the manufacture of opium alkaloids from poppy straw and expressed the view that control over the raw material provided for in existing conventions was sufficient. The Polish delegate emphasised that any attempt to control the opium poppy cultivated for other purposes than the production of opium could not be justified on humanitarian grounds and would lead the Advisory Committee into a field which was not within its competence. She further observed that direct extraction of morphine from poppy straw eliminated the danger of illicit manufacture and facilitated control. The raw material is in fact bulky and is not suitable for clandestine operations which would risk easy detection.

The Committee desires to express its satisfaction at the progress achieved in the preparatory work and hopes that the Governments will forward to the Secretariat as soon as possible their observations on the main principles put forward by the Opium Advisory Committee as a basis for a draft convention. The Advisory Committee will thereby be enabled to carry the work a stage further at its next session with a full knowledge of the attitude of the countries principally concerned.

Finally, the Seventh Committee proposes that the Assembly should adopt the following resolution:

"The Assembly takes note of the report submitted by the Seventh Committee and adopts its conclusions and the resolution contained therein."

[Adopted 29th Sept. 1938.]

(5) Modern Means of Spreading Information Utilised in the cause of Peace.

At its meeting on September 20th, 1938, the Seventh Committee set up a Sub-Committee consisting of the representatives of the Argentine, the United Kingdom, Denmark, Egypt, France, Mexico, the Netherlands, New Zealand and Poland.

Among the questions submitted to it for consideration, the following, relating to the activities of the International Committee on Intellectual Co-operation, are dealt with in the present report:

- (1) Proposals of the International Committee on Intellectual Co-operation concerning its programme of work in connection with modern means of spreading information utilised in the cause of peace;
- (2) Request made by the Diplomatic Conference held at Geneva from September 10th to 12th, 1938, with a view to the International Committee on Intellectual Co-operation being authorised to assume certain duties for the purpose of ensuring the operation of the Convention of October 11th, 1933, for facilitating the International Circulation of Films of an Educational Character.

1. MODERN MEANS OF SPREADING INFORMATION UTILISED IN THE CAUSE OF PEACE.

The Sub-Committee examined in succession the two parts of the programme submitted by the International Committee on Intellectual Co-operation concerning its future activities.

As regards *cinematography*, the Sub-Committee noted that the International Committee on Intellectual Co-operation had been able to devise effective means of mitigating to a great extent the consequences of the closing of the International Educational Cinematographic Institute.

After hearing M. de Reynold, Rapporteur of the International Committee on Intellectual Co-operation, the Sub-Committee noted that the programme submitted was to be of a provisional nature, so as to ensure the continuity of the work without prejudicing future possibilities. It seemed to the Sub-Committee that the principal headings of the proposals put forward by the International Committee on Intellectual Co-operation were in all respects in agreement with the views previously expressed by the Assembly.

It noted in particular the decision of principle arrived at by the International Committee on Intellectual Co-operation, in accordance with the views of the Assembly, to support national action and to help to co-ordinate such action in a manner corresponding to the recommendations and requirements of the national organisations themselves.

The Sub-Committee also noted with satisfaction the proposal to convene in 1939 (after the necessary consultation and thorough preparation) a meeting of the representatives of the groups concerned, to study the various aspects of the problem of improving the public taste in regard to the cinema.

As regards *broadcasting*, the Sub-Committee gave special attention to the report of the Committee of Experts convened by the International Committee on Intellectual Co-operation in accordance with the opinion expressed by the Assembly last year.

The report of the Committee of Experts which accompanies the report of the International Committee on Intellectual Co-operation showed the care with which the latter chose the persons whose assistance was desired and the value of that assistance.

The Sub-Committee included among its members one of the experts who had sat on the Committee—M. Carlos Alberto Pardo, its Rapporteur.

In view of the information given, the Sub-Committee unanimously recommended the Seventh Committee to adopt the proposals of the International Committee on Intellectual Co-operation, including those of the experts. It noted in particular the intention of the International Committee to make full use of the *national* organisations, including both the National Committees on Intellectual Co-operation and the national broadcasting organisations which are prepared to collaborate with it, as well as the competent international organisations.

The Sub-Committee also noted M. de Reynold's statement that the execution of the proposed programme must be gradual.

In the Sub-Committee's opinion, it would be for the International Committee on Intellectual Co-operation to give an account from year

to year of the progress made with the work, the outlines of which are thus generally approved. The Sub-Committee had reason to hope that the International Institute of Intellectual Co-operation would be able next year to begin drawing conclusions from its investigation into the means of providing impartial documentary material for the use of broadcasting companies on contemporary international problems and on the present position of science, letters and art.

Two of the proposals submitted by the experts provide for the reference of special questions to the technical organisations of the League of Nations for their examination—namely, special facilities to enable accredited broadcasting reporters to enter foreign countries and Customs facilities for the international exchange of gramophone and other sound records intended for broadcasting.

In this connection, the Sub-Committee recommends the Seventh Committee to propose to the Assembly that it refer these two questions to the Committee for Communications and Transit and the Economic Committee for their consideration.

2. REQUEST BY THE DIPLOMATIC CONFERENCE ON THE APPLICATION OF THE CONVENTION FOR FACILITATING THE INTERNATIONAL CIRCULATION OF FILMS OF AN EDUCATIONAL CHARACTER.

The Sub-Committee was called upon to examine, for the Seventh Committee, the following question on the basis of the documents submitted to it.

An International Conference convened by the Council of the League and held at Geneva from September 10th to 12th, 1938, adopted a Procès-Verbal, under the terms of which the International Committee on Intellectual Co-operation was substituted for the International Educational Cinematographic Institute for the purpose of ensuring the operation of the Convention of October 11th, 1933, for facilitating the International Circulation of Films of an Educational Character.

In pursuance of the Final Act adopted by the Conference, its President, M. Bourquin delegate of Belgium, requested that the Assembly would, at its present session, authorise the International Committee on Intellectual Co-operation to assume these new functions.

After an exchange of views, the Sub-Committee unanimously recommends the Seventh Committee to propose to the Assembly that it grant the authorisation asked for and thus enable the International Committee on Intellectual Co-operation to give the assistance provided for in the abovementioned Procès-Verbal.

3. RESOLUTIONS.

The Seventh Committee agreed to the proposals made by the Sub-Committee and consequently submits the following draft resolutions for the approval of the Assembly:

“1. The Assembly,

“Appreciating the efforts made by the International Committee on Intellectual Co-operation with a view to the preparation and application of the programme laid down by the eighteenth session of the Assembly in regard to the use of modern means of spreading information in the cause of peace:

- "Desires to take this opportunity of stressing the value of the help given by broadcasting experts;
- "Approves this programme and relies on the Committee to ensure its application and to report from time to time on the results achieved;
- "Instructs the Committee for Communications and Transit and the Economic Committee to undertake the examination recommended by the International Committee on Intellectual Co-operation regarding the granting of special facilities to broadcasting reporters and Customs exemption for the exchange of gramophone and other sound records."
- "2. The Assembly,
- "Endorsing the proposals of its Seventh Committee;
- "Acceding to the request of the Diplomatic Conference held at Geneva from September 10th to 12th, 1938, concerning the application of the Convention of October 11th, 1933, for facilitating the International Circulation of Films of an Educational Character:
- "Authorises the International Committee on Intellectual Co-operation to perform the duties devolving upon it under the terms of the Procès-Verbal adopted by the said Conference concerning the application of Articles IV, V, VI, VII, IX, XII and XIII of the Convention of October 11th, 1933."

[Adopted 26th September 1938.]

(6) Means of Spreading Information at the Secretariat's Disposal.

At its meeting of Tuesday, September 20th, a Sub-Committee was appointed by the Seventh Committee to consider the Secretary-General's memorandum, which contained some reports that last year's Assembly had asked him to submit on various means of spreading information at the Secretariat's disposal. This Sub-Committee consisted of delegates of the Argentine Republic, the United Kingdom, Denmark, Egypt, France, Mexico, the Netherlands, New Zealand and Poland, and met on September 21st and 23rd. It chose M. FRISCH, delegate of Denmark, as Chairman and Rapporteur.

I

The Sub-Committee had before it the following three documents:

Means of spreading Information at the Secretariat's Disposal, containing the abovementioned reports.

Competition for Scenarios of Cinematographic Films on the League of Nations, containing the report of the jury appointed to judge the scenarios submitted in that competition.

Note by the Secretary-General proposing a supplementary credit of 7,500 francs to enable the members of the aforementioned jury to be reconvened, so that the Secretariat, and in particular the Information Section, may be able to submit to the next Assembly a programme, with estimates, for increased cinema publicity for the League and its work.

The first two documents have already been circulated to the Members of the Assembly and the third is appended to the present report.

The Sub-Committee approved the various proposals and suggestions made by the Secretary-General and reached the following decisions:

(1) *Expert Publicist for Economic and Financial Questions.*

To postpone to next year the proposal for the creation, in the Information Section, of a post of expert publicist for economic and financial questions.

(2) *Spreading Information concerning the League of Nations by Radiotelegraphy.*

To postpone to next year the consideration of a report to the Assembly on the introduction of a daily service of wireless telegraphic transmission of League news.

At the same time, the Sub-Committee agreed that the appropriation for the existing wireless transmissions should be maintained at the present figure.

(3) *Cinematograph Service: Competition for the Best Scenario of a Film on the League.*

To recommend that the present Assembly should vote a supplementary credit of 7,500 francs (see annex) to enable the members of the aforesaid jury to be reconvened in 1939, so that the Secretariat, and more particularly the Information Section, may be able to submit to the next Assembly a programme, with estimates, for the wider dissemination through the medium of the cinema of information about the League and its work.

(4) *Lecturers.*

To postpone until later the consideration of final proposals for the appointment of lecturers to deliver addresses, both at Geneva and elsewhere, on the League and its organisation and activities.

(5) *Material for Exhibitions.*

To postpone to next year the consideration of a report on the general question of the League's participation in exhibitions and the permanent maintenance of carefully selected exhibits, which should be kept up to date.

Endorsing the proposals of the Sub-Committee, the Seventh Committee submits to the Assembly the following resolution:

"The Assembly,

"Having taken note of the proposals and suggestions made by the Secretary-General on the 'Means of spreading information at the Secretariat's disposal' and 'Competition for Scenarios of Cinematographic Films on the League of Nations' (jury's report):

"Approves the various proposals and suggestions made by the Secretary-General on these subjects:

"And requests the Fourth Committee to include in the budget for 1939 an appropriation of 7,500 francs to enable the members of the aforesaid jury to be reconvened in 1939, so that the Secretariat, and more particularly the Information Section, may be able to submit to the next Assembly a programme, with estimates, for the wider dissemination through the medium of the cinema of information about the League and its work."

II

The Committee also agreed that the Secretary-General be asked to submit to the next Assembly a report, including budgetary aspects, on the suggestion that League documents be distributed on a more liberal basis, and gratis, to responsible bodies (such as educational institutions and League of Nations unions) and to responsible persons (including persons who have been associated with League proceedings as technical collaborators or otherwise) by whom the League's work might be made better known.

III

In the course of the discussion, M. Frisch, delegate of Denmark, expressed the view, which was shared by some of the members, that the League should have at its disposal, not merely a short-wave wireless transmitting station, but also a long- and medium-wave station. Other members, while raising no objection to the consideration of this idea, made it clear that, sympathetic as they might be, they were not necessarily prepared to agree to such a proposal forthwith.

Endorsing the proposal of the Sub-Committee, the Seventh Committee submits to the Assembly the following resolution:

"The Assembly,

"Noting the suggestion that the League of Nations broadcast services, which are at present confined to oversea countries, might be extended to European countries as well:

"Requests the Secretary-General to consider under what conditions the short-wave Radio-Nations station might be supplemented by a long- and medium-wave station, and to ask for the expert opinion of the Communications and Transit Committee on the point;

"And asks the Secretary-General to submit a report on the whole of this matter in time for consideration at its 1939 session."

IV

The members of the Seventh Committee were present on September 24th at the first showing of a film entitled "Fight for Life", dealing with the work of the Health Organisation of the League of Nations, and produced on the credit voted by last year's Assembly. It therefore seems appropriate to make a special reference to this film in the Committee's report to the Assembly.

The Committee was favourably impressed by the film and recommends that the Secretariat should continue to develop its efforts to make the League's work known through the cinema by the methods adopted in the production of "Fight for Life".

It is not sufficient, however, for the League to produce good-quality films if these films are not seen by the general public. The Secretariat must therefore find ways and means to have its films distributed through the usual commercial channels, and at the same time make an effort to have this and future films shown as widely as possible in schools and other educational institutions, as well as by League of Nations unions and so on.

In order to help the Secretariat to draw the attention of all those interested to this new type of film production, it would undoubtedly be useful if Governments of States Members would bring the film to the notice of all national organisations likely to be interested in its display.

The Committee therefore recommends:

- (1) That the Secretariat should consider whether it is possible, within its existing budgetary limits, to make copies of the new film available to the principal film libraries of the world;
- (2) That steps should be taken by the Secretariat, in consultation with the film experts to be convened by the Information Section, to undertake the preparatory work with a view to the production of a series of films of a similar character, capable of interpreting to the general public the various aspects of the League's work;
- (3) That Governments of States Members should be asked by the Secretariat to assist it in making this and future films known to the interested public in their respective countries.

Finally, the Committee expressed the opinion that, in distributing information films on the work of the League, the primary purpose to be aimed at is to secure the widest possible distribution and not to look for financial profit.

[Adopted 29th September 1938.]

Annex.

CINEMATOGRAPH SERVICE OF THE INFORMATION SECTION.

NOTE BY THE SECRETARY-GENERAL.

When, in 1937, the Assembly recommended the Secretariat to organise, in the course of 1938, a competition with a prize for the best scenario of a documentary film on the League of Nations, it hoped that the Secretariat and the Assembly might be guided, in making future plans for the use of the cinematograph, by the result of this competition.

The report of the jury appointed to examine the scenarios submitted for the above competition shows that this hope has not been fully realised. In point of fact, the jury decided not to award a

first prize either for the category of general films or for that of films dealing with some special aspect of League work. When granting a second prize for each of these categories, the jury pointed out that, while certain scenarios occasionally contained interesting ideas, taken as a whole, they were not suitable for production.

The report adds that, while one scenario, for instance, might show clearly that the author was not sufficiently conversant with his subject, another would show that, although the author was well up in League questions and problems, he had no experience of film production.

These observations led the jury to make certain suggestions, of which one of the most important advised against the competitive system for obtaining good cinematographic material for the League. It recommended instead the co-ordination in future of the work of authors capable of producing a good scenario and the technical knowledge of the Secretariat services. The Secretary-General thinks that it would be well to follow this advice. He therefore proposes not to ask the Assembly this year for the credits necessary to produce the winning films, but to arrange for the experts on the jury to meet again once or twice to advise him on the choice of scenario-writers, on the general conception and methods of producing documentary films about the League, on the choice of experienced producers, and on the best means of distributing the films to be produced. In proposing to appeal to the experts on the jury who had already met at Geneva, he was paying a tribute to their competence and zeal. It would probably be desirable for these experts to meet twice more for a few days in the course of 1939. With their help, the Secretariat, and in particular the Information Section, would thus be in a position to submit to the next Assembly a carefully planned programme, with estimates, which would enable the maximum results to be obtained in future from information, spread by means of the cinema, about the League and its work.

The Information Section proposed at the same time to utilise the opportunity thus offered to obtain the experts' opinion on the short film to be produced by means of the credit already contained in the budget. The sum required for the proposed meetings would be 7,500 francs.

It may be mentioned that this procedure would probably be much more effective, and certainly much more economical, than to appoint a competent official as a member of the Secretariat.

(7) Work of the Intellectual Co-operation Organisation.

The International Committee on Intellectual Co-operation, which this year held its twentieth session, has addressed a number of reports and proposals to the Council and to the Assembly; in the first place, a general survey by Professor de Reynold of the work of the twentieth session of the plenary Committee, which met at Geneva from July 11th to July 16th, 1938, with Professor Gilbert Murray in the Chair. That document, to which are appended various reports on specific subjects and the resolutions adopted by the Committee, is a masterly statement of the guiding principles which the International Committee is endeavouring to carry into effect.

The Governing Body of the Institute, over which it is my privilege to preside, has also conveyed to you its conclusions and its hope that the results achieved by intellectual co-operation may be still further developed and increased in the near future.

In his general report, M. de Reynold enunciates what he calls the "constants" of the Intellectual Co-operation Organisation—that is, the general principles on which our activities are founded: to serve intellectual life; to establish our Organisation on solid national bases; to respect the diversity and originality of all forms of culture and aspects of civilisation and to achieve universality. These, in his view, are the primary aims of which we must never lose sight.

I gladly subscribe to such principles; and I am convinced that, if carried into effect, these watchwords would rally all the forces of tolerance and reason. They represent an invincible power diffused throughout the world, and should help us to perform our true function, which is to defend that life of the mind whose potentialities are perhaps greater than they ever were before, but the free development of which has never before been beset by so many obstacles.

This situation was examined in all its bearings at the July session of the International Committee on Intellectual Co-operation, which realises that the origin of the apprehension current in intellectual circles and of the threats they see to the progress of their research and the co-operation they desire is almost always to be found in the confused state of international relations and of the political and economic situation of the world. The Committee thus found itself faced with a twofold duty, for the discharge of which it hopes to obtain the Assembly's full and influential approval: to serve the universal life of the mind and, by looking beyond the immediate circumstances, to prepare for its future; and, at the same time, to initiate new forms of practical work calculated to improve and extend existing intellectual co-operation, to perfect the equipment placed at the disposal of intellectual workers and systematise all kinds of cultural exchanges in every possible way.

As practical proof of our faith in these methods, I may in the first place mention the schemes which, mindful of the generations standing on the threshold of life as responsible members of the community, and of the part which they could play, if properly guided, enriching it with their still unimpaired energy and desire for action, we have devised to combat unemployment amongst intellectuals. Last year, there were numerous delegations to the Assembly which, in their anxiety for the future of the world, would have wished to see the Governments unite in decisive action against this peril. During the past year, we have laid the foundations of an international organisation which might be the instrument of such a purpose, and a few weeks hence its representatives will meet at the International Institute of Intellectual Co-operation to draw up their programme of action. National offices are being set up in many countries to regulate entrance to the professions in every possible way, to open up new careers for young graduates and to ensure that their training and choice of occupation should not be left to the mercy of routine or of ill-considered decisions. It is our desire that this movement should spread to the New World, to all countries rich in opportunities, that in the near future we should witness the beginnings of a comprehensive system for the exchange of students, and that, as in the past, the universality of intellectual effort should receive concrete recognition through freedom of access to centres of culture and research for all who serve learning and knowledge.

All that the Intellectual Co-operation Organisation is attempting in the sphere of education with the support of the competent Government departments, universities and major international associations of educationists, is to be linked up with the new attempt at organisation which I have just described for your sympathetic consideration. In all these matters, too, we propose to take practical

steps to lessen the effects of the increasing—though often involuntary—tendency to intellectual nationalism, which is the inevitable consequence of economic particularism. Our new Committee on Higher Education comprises representatives of the university authorities and professors of the various faculties; it aims at voicing the constant desire for progress at work in the great academic community made up of the institutions of higher education and research in all our countries. The organisation of secondary education, the essential features of a practical syllabus of general education, the problem of specialisation and vocational guidance on the completion of primary education, are the subject of comparative studies which record the national experience of our various countries and point the way to possible improvements. I might multiply indefinitely examples taken from this sphere—for example, in the teaching of history. I should no doubt draw your particular attention to the work of the Advisory Committee presided over by my esteemed colleague, Professor Gilbert Murray, which deals with the principles of international co-operation and their place in the school. After considering this year, in consultation with experts of the highest qualifications, the attention which should be given to modern languages in the education of young people, it has decided next year to take up the vital problem of civic education.

But the reports and resolutions of the Committee and of its subsidiary bodies make it unnecessary for me to give a complete list of our activities. I should prefer, before proceeding to deal with various technical matters in respect of which the International Committee on Intellectual Co-operation has asked me to obtain your approval or certain necessary decisions, to dwell still further upon our aims and, with the aid of examples, to indicate the lines along which we are working.

You are already aware of the importance we attach to the scientific study of international questions in all their aspects and of the great difficulties which, under the complex conditions of the contemporary world, stand in the way of harmonious co-operation between the peoples. First analyse, and then organise—such is perhaps the key to the problems before which the human mind, in spite of its incontestable triumphs in the sphere of natural and applied science, remains virtually helpless. This matter has been placed largely in the hands of an independent body, comprising up-to-date centres for the investigation of the social sciences, and entirely free in the choice of its methods and its subjects of enquiry. This year the International Studies Conference, the enterprise and achievements of which I was happy to hear praised by several speakers in the Seventh Committee, has again extended its scope and membership: it has welcomed the foundation, on its suggestion, of new scientific institutes in Santiago de Chile and Mexico, and the constitution of co-ordination committees in Belgium, Bulgaria and Yugoslavia: and it has obtained still further support in other South-American States and in the Far East. It has received substantial assistance from the Rockefeller Foundation, which I venture to take this opportunity of thanking on behalf of you all, and to which I should like to express my sincere admiration for the exceptional value of the disinterested activity to which it devotes itself and of the spirit by which it is actuated. This assistance, which has already been secured for the coming year, will facilitate both the international work of the Conference itself and the patient research conducted on its behalf by the learned institutions in various countries whose work it co-ordinates for the common purpose. It is at present engaged upon the investigation of a problem of universal interest—that of economic policies and peace. At a Conference held in Prague

from May 23rd to 28th, 1938, it drew up a detailed scheme for this work, with a precision worthy of specialists in the exact sciences. Re-echoing a resolution of the Conference itself, I should like to take this opportunity of conveying, on your behalf, a warm expression of gratitude to the authorities and intellectual circles of Czechoslovakia, whose welcome in most anxious circumstances will be remembered with the greatest esteem and friendship by all those present at the meeting.

If the attention of the Conference is now focused on one of the matters which will determine the future of peace, it can nevertheless show that its earlier work was dictated by the same consideration. The International Institute of Intellectual Co-operation will shortly publish a survey of the studies undertaken in past years regarding possible juridical procedure for ensuring the evolution of law, the application of suggested methods to such concrete problems as raw materials, colonies, movements of population.

This important work will be completed in three volumes, edited by qualified specialists and dealing with the last three questions I have mentioned. Special studies for the Conference have already been published in French and English on "International Raw-Materials Cartels", "Markets" and "The Problem of Peaceful Change", "Synthetic Optimum of Population", and "Monetary Aspects of the Problem of Raw Materials". The Rapporteur-General of the last Conference, Professor Maurice Bourquin, is conducting a survey of the juridical problem of peaceful change, and groups of economists in five Danubian countries are engaged in an historical and scientific study of economic conditions in that part of Europe. They hope to be able to present a most instructive synthesis, which has been lacking in the post-war years.

Intellectual co-operation can conduct similar work on other international problems along the same objective and impartial lines. It is able to organise research of this kind directly through its own machinery and connections.

The same spirit underlies the "Conversations" organised by the Committee on Letters and Arts, one of the members of which, a delegate at this Assembly, gave us a masterly survey of their object and their scope; next October, a meeting will be held at Nice to draw up a fresh programme of meetings, at which representatives of high intellectual calibre will help us to define the details of our common doctrine, thus providing a framework for the labours of technical experts and specialists.

On the model of these meetings, the International Committee organised this year at Luxemburg, with the generous support of the Government of the Grand-Duchy and the co-operation of Luxemburg intellectuals, a students' "Conversation" on the problem of university education. In the animated discussions, which were representative of the most diverse schools of thought, the part played by the modern university, which had been studied last year by professors from all over the world at their meeting in Paris, was submitted to the judgment of student youth, whose loyal co-operation has been secured for many years past for your Committee on Intellectual Co-operation.

I should like to dwell still longer on the great development during the last twelve months of the work drawn up in conjunction with the International Council of Scientific Unions and the unions themselves. We are here on ground where co-operation beyond frontiers in the pursuit of truth has behind it an age-long tradition. But opportunities are always presenting themselves to scholars working in the same

field, or in neighbouring fields, to compare the results of research in which they are engaged, and to link up the work done in their laboratories and institutes. The Committee's report and resolutions will tell you of their initial success within the framework of intellectual co-operation: how in particular subjects biologists, physicists and chemists of different countries have organised the co-operation which was indispensable. They have all declared themselves satisfied with it, and the results have been made known by the Institute of Intellectual Co-operation. They have drawn up an ambitious programme, which we shall endeavour to carry out in the coming twelve months. But I must say a word about the meeting which was held last June in Warsaw to discuss "New Theories of Modern Physics". It was distinguished by the high calibre of the participants, including the most famous of theoretical physicists, by the outstanding interest of the discussions and by the brilliance with which the Polish Government and the Polish Committee on Intellectual Co-operation succeeded in investing the "Conversation", which was proposed by my colleague, M. Bialobrzewski, of the International Committee on Intellectual Co-operation. You will all wish to join with me in conveying our warm thanks for the spirit of enterprise they showed, for their generosity and for the charm of their welcome.

Before coming to technical questions, I wish to inform you that the ethnographical and historical collection of the origins of American civilisation proposed at this Assembly by M. Levillier can be undertaken immediately, thanks to the substantial grants which have been made or promised; the preparatory work of the Brussels Conferences to be held in 1939 on authors' rights and on the bringing into harmony of the Berne and Havana Conventions is making good progress. The Belgian Government is devoting itself wholeheartedly to the preparation of these meetings. It has kindly agreed to accept the co-operation of the Institute of Intellectual Co-operation. The latter has secured, for the fulfilment of its mission, the invaluable support of the countries of South America and the National Committee of the United States. It is co-operating regularly with the other interested institutions, including first and foremost the Berne Bureau, and also the Rome international Institute for the Unification of Private Law, and the great international federations for the protection of intellectual rights. Our discussions have shown the importance of the progress we would like to achieve in this field by international legislation, and have inspired the resolution now before you on this matter.

With reference to fine arts, I would draw the Assembly's special attention to two draft Conventions prepared by the Directors' Committee of the Museums Office—one dealing with the protection of national historical and artistic treasures and the other with the protection of historic buildings and works of art in time of war.

It was decided last year to summon a diplomatic conference for the purpose of examining and signing the former Convention, and the Assembly voted the necessary credits. Further studies and consultations were found to be necessary, however, and the conference was therefore postponed. The Council has now decided that it might be convened next year, and has asked its President, the Chairman of the International Committee on Intellectual Co-operation and the Secretary-General of the League to fix the date and place by joint agreement; this decision of the Council will entail the renewal for 1938 of the credit granted by the Assembly in 1937.

The object of the other draft Convention is to protect historic buildings and works of art in time of war or civil commotion. It has been drawn up by competent specialists—curators of art museums,

I hope that the progress of intellectual co-operation described above will have proved to your satisfaction what far-reaching results can be obtained by well-directed efforts to promote international *rapprochement*, when these are based on the obvious needs of the present day. I should like to take this occasion to mention the disinterested help afforded us in this connection by our Latin-American friends, who are organising a Conference of all National Committees on Intellectual Co-operation in the American continent, to be held early next year at Santiago de Chile. Many delegates have stressed the importance of this meeting. The Chilean Government and the National Committee of that country are deserving of our congratulations and gratitude for their action. The Conference for which they are preparing, with the assistance of the League Secretariat and the International Institute of Intellectual Co-operation, will be held with the financial assistance of the League of Nations, of which the Intellectual Co-operation Organization has just been invited by His Excellency the Minister for Foreign Affairs of Chile to participate in the meeting. The representative of one of the South-American countries on the Seventh Committee, in recalling the strong intellectual ties between Latin America and Europe, emphasised the universal nature of Latin-American culture; the proposed Conference appears as a symbol of the spiritual unity which must assemble all the nations in the service of thought.

At the beginning of its discussions, the Seventh Committee was privileged to hear a survey by Professor de Reynold, Rapporteur of the International Committee on Intellectual Co-operation; many delegations, representing Asia as well as Europe and America, have given their full support to his claim that intellectual co-operation is not merely an organisation with a complete network of connections all over the world, but, at the same time, a living work being performed for the future. By giving its support to this undertaking, the Assembly might rest assured that it was helping on a body of work inspired by a desire to bring about a rapid and lasting betterment of international relations.

"1. General Resolution.

"The Assembly:

"Takes note of the reports of the International Committee on Intellectual Co-operation on the work of its twentieth session; of the report of the Governing Body of the International Institute of Intellectual Co-operation, and of the special report on International Competitions in Architecture and Associated Arts;

"Recognising the continuous progress achieved by the Intellectual Co-operation Organisation, the line adopted and the practical nature of its current work:

"Approves the programme drawn up by the Committee for the year 1938/39.

"2. Unemployment amongst Intellectual Workers.

"The Assembly recognises the practical value of the measures contemplated for the campaign carried on by the International Committee on Intellectual Co-operation against unemployment amongst young graduates and calls upon Governments and their administrations to facilitate its

action by all the means in their power, while drawing their attention to the importance of the forthcoming meeting of the International Committee of Bureaux of University Statistics.

"3. Conferences and Conversations.

"The Assembly expresses its gratitude to the Luxemburg, Polish and Czechoslovak Governments for their welcome and for the facilities they generously accorded:

"At the International Students' Conversation in Luxemburg;

"At the Scientific Conversation in Warsaw on Modern Theories of Physics;

"At the eleventh session of the International Studies Conference at Prague.

"4. Exact and Natural Sciences.

"The Assembly notes with satisfaction the progress achieved by intellectual co-operation in the scientific sphere and welcomes the co-operation begun with the Council of Scientific Unions and the Scientific Unions themselves.

"5. Fine Arts.

"The Assembly:

"Recognises the great importance of the two draft Conventions framed by the Directors' Committee of the International Museums Office concerning the protection of national artistic and historical treasures and the protection of historic buildings and works of art in time of war.

"It hopes that the Conference which the Council has decided to summon in 1939 to consider the first of these agreements will include representatives of the greatest possible number of Governments.

"In regard to the draft Convention on the protection of historic buildings and works of art in time of war, it thanks the Government of the Netherlands for the offer it has been good enough to make to consult Governments on this matter and, should the occasion arise, to summon a diplomatic conference.

"6. Intellectual Rights.

"The Assembly expresses its earnest desire for the success of the two Conferences to be summoned by the Belgian Government in 1939 and concerned with the revision of the Berne Convention on Artistic and Literary Property and with the adoption of a Universal Statute on Authors' Rights, respectively; with regard to the second Conference in particular, it thanks those Governments which have already expressed their intention of taking part and hopes that the greatest possible number of States will forward their replies and their views to the Belgian Government without delay.

"It welcomes the valuable co-operation given by the International Institute of Intellectual Co-operation in the preparation of both Conferences and trusts that this co-operation will continue in the same spirit and along the same lines.

"7. National Committees on Intellectual Co-operation.

"The Assembly :

"Welcomes the step taken by the Chilean National Committee in convening, under the auspices of the Intellectual Co-operation Organisation, an Inter-American Conference on Intellectual Co-operation, to be held at Santiago, Chile, in January, 1939;

"Is happy to note the support given by the Chilean Government to this Conference and the proposed participation of numerous delegations from Latin America;

"Trusts that the International Committee on Intellectual Co-operation will continue as heretofore to lend its valuable assistance to the organisers of the Conference;

"Notes that the budget for the financial year 1939 provides a credit of 10,000 Swiss francs for the purpose of affording financial help in the organisation of the Conference;

"Expresses the most earnest wishes for the success of this undertaking, which will undoubtedly do much to promote the progress of intellectual co-operation both from the American and from the world point of view."

[Adopted 29th Sept. 1938.]

(8) International Relief Union.

As in previous years, the Assembly will no doubt wish to express its interest in a humanitarian organisation which is closely related to the Red Cross and is based strictly upon the principle of international solidarity. It will thus be paying tribute once more to the founder, Senator Ciraolo, who devoted years of effort and labour to the creation of this institution for the relief of populations stricken by national disasters, the legal statute of which is contained, as you are well aware, in the international Convention concluded at Geneva on July 12th, 1927, under the auspices of the League of Nations.

There is no need to go into detail here as to the activities of the International Relief Union; I will only refer to the annual report submitted by its Executive Committee in accordance with Article 10 of the Statute of the Union. I would point out, however, that at the sixteenth International Red Cross Conference, which was held in London from June 20th to 25th of this year, the delegates belonging to States Members and non-members of the League of Nations unanimously voted a resolution recommending the National Red Cross Societies to take all necessary steps for giving their active co-operation to the International Relief Union in the event of disaster. Such co-operation is, moreover, expressly provided for in the Statute of the Union.

While the International Relief Union has not been called upon during the past year to provide relief for populations overtaken by natural calamities—and this is a matter on which we can congratulate

ourselves—it has not neglected the study of preventive measures against such calamities, as required by the 1927 Convention. This aspect of the Union's activities is of an importance which cannot be sufficiently stressed. The adage "Prevention is better than cure" holds good to a great extent in the case of natural disasters. The Union publishes a scientific review devoted to these disasters and, in the near future, a committee of specialists belonging to a number of countries will consider whether, and if so to what extent, insurance principles can be introduced on an international basis in connection with natural disasters.

It may be added that thirty States are now parties to the Convention of July 12th, 1927;¹ it would obviously be desirable for the International Relief Union, which co-operates closely and on a basis of strict neutrality with the International Committee of the Red Cross and with the League of National Red Cross Societies, to obtain the support of other States anxious to promote the principle of mutual international assistance in the event of disaster. An increase in the number of accessions would obviously lend greater authority and weight to its action.

These considerations have led the Seventh Committee to propose that the Assembly should adopt the following resolution:

"The Assembly,

"Having taken note of the report on the work of the Executive Committee of the International Relief Union for the period from January 1st to December 31st, 1937:

"Pays tribute once more to the lofty humanitarian conception on which the International Relief Union is founded;

"Welcomes the steps taken by the Executive Committee of the Union in connection with the preventive campaign against calamities;

"Renews the hope it expressed last year and recommends the States concerned to consider the possibility of acceding to the Convention concluded at Geneva on July 12th, 1927;

"And decides that the work of the International Relief Union shall be placed on the Assembly's agenda every year."

[Adopted 29th Sept. 1938.]

VIII.—GENERAL COMMITTEE.

(1) Resolution on the Present Situation in Europe.

Representatives of forty-nine States meeting as Delegates to the Assembly of the League of Nations have watched with deep and growing anxiety the development of the present grave situation in Europe.

¹ The following are the States concerned: Albania, Belgium, United Kingdom of Great Britain and Northern Ireland, Bulgaria, China, Cuba, Czechoslovakia, Free City of Danzig, Ecuador, Egypt, Finland, France, Germany, Greece, Hungary, India, Iraq, Iran, Italy, Luxemburg, Monaco, New Zealand, Poland, Roumania, San Marino, Sudan, Switzerland, Turkey, Venezuela, Yugoslavia.

The Assembly is convinced that the existing differences are capable of being solved by peaceful means. It knows that recourse to war whatever be its outcome, is no guarantee of a just settlement and that it must inevitably bring untold suffering to millions of individuals, and imperil the whole structure of civilisation in Europe.

The Assembly, therefore, voicing the prayer of the peoples of all countries, expresses the earnest hope that no government will attempt to impose a settlement by force.

The Assembly welcomes with great satisfaction the action taken by the President of the United States and fully associates itself with the spirit which inspired it.

[Adopted 29th Sept. 1938.]

NINETEENTH ORDINARY SESSION OF THE ASSEMBLY OF THE LEAGUE OF NATIONS.

(2) Resolution on the Commission of Enquiry for European Union.

"The Assembly,

"Having consulted its General Committee on the procedure to be followed with regard to the question appearing on the agenda for the session as Item 13: Commission of Enquiry for European Union,

"Decides to renew the mandate of the Commission of Enquiry for European Union for the coming year and to place the question on the agenda for the next session of the Assembly."

[Adopted 23rd Sept. 1938.]

